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ABSTRACT

This document reports on a study on educational leadership training opportunities and needs in Alberta, Canada. After an overview of study objectives and methodology, a detailed review of the literature on leadership is presented, including various leadership and educational leadership definitions and information on preservice preparation and inservice training for educational leaders. The responses from the 110 of the 116 superintendents who received a questionnaire describe existing courses and programs in educational leadership in Alberta and the needs for additional courses and programs. Results of interviews conducted with key individuals in the provision of educational leadership are presented, including information on the current status of educational leadership in Alberta; current and emergent problems; and the adequacy of current preparation programs. Next, the following issues derived from study data are explored: (1) the nature of educational leadership in Alberta; (2) the lack of consensus; (3) the absence of critical leadership components; (4) programs in educational leadership; and (5) financial constraints. A final section provides the beginnings of a discussion on the same issues. Appended are a copy of the materials sent to each superintendent in Alberta, questionnaire results, summaries of identified programs and courses, and the interview questions used. (64 references) (CLA)

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ALBERTA

THE ALBERTA CONSORTIUM FOR THE DEVELOPMENT OF
LEADERSHIP IN EDUCATION

EDUCATIONAL LEADERSHIP IN ALBERTA

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A study conducted on behalf of
The Consortium

By

Craig Montgomerie, PhD
Frank Peters, PhD, Project Director and
Ken Ward, PhD

EA 022 916

Department of Educational Administration
University of Alberta • Edmonton, Canada T6G 2G5

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Educational Leadership in Alberta

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FOREWORD

This report presents the findings of the research conducted by this study team on behalf of the Alberta Consortium for the Development of Leadership in Education. The study had a number of discrete foci in that it engaged in a number of tasks, all related to the area of educational leadership and all pertinent to the purposes of the study as described in the initial documents relating to the study.

First, a thorough review of the literature dealing with educational leadership was conducted. Special attention was given to programs of either a preservice or inservice nature in the area of educational leadership. Second, a survey of all school jurisdictions in Alberta was conducted in order to establish a baseline of information about the courses and programs in the area of educational leadership that are currently available and being used by school jurisdiction personnel in this province. This survey also identified those areas where superintendents (or their responding designates) indicated that there was a need for courses or programs. Third, interviews were conducted with individuals identified as the key actors in the various agencies considered to be the major stakeholders in education in Alberta. Their views on the current state of educational leadership in Alberta were obtained along with their perceptions of the adequacy of programs presently available. They also identified those areas in which they felt issues with respect to educational leadership were present or likely to arise. From these data the research team formulated a number of issues for the consideration of the Consortium members. The research team has identified the particular issues which are presented in this report based upon their own orientations. It is clearly recognized that a different team of individuals could synthesize the study data and derive somewhat different issues, depending on their particular orientations.

The final Chapter of the document presents the beginnings of a discussion of the issues. The authors link some of the points raised in the issues with the material in the literature review and provide comments based in their own view of leadership and education in Alberta

Craig Montgomerie, Ph.D.
Frank Peters, Ph.D.
Ken Ward, Ph.D.

January, 1991

ACKNOWLEDGEMENTS

This research project could not have been carried out without the support, cooperation and assistance of a large number of people. First we want to thank those who completed our questionnaires and informed us of the courses and programs they work with. Secondly we want to thank those key people in educational leadership in Alberta who willingly participated in what were, at times, very free flowing interviews.

The authors are deeply indebted to three of their colleagues. Nancy Mattson, now working in London, England conducted much of the review of the literature; Eva Radford provided invaluable editorial and stylistic assistance; Peggy Foster typed large segments of the report commented critically on much of the work in process and provided the assistance and general support which the authors have come to expect. Thank you.

Finally, the authors are grateful to the Consortium members for their patience and support. It is our belief that the study report will provide the basis for useful discussion on the critical area of educational leadership.

THE ALBERTA CONSORTIUM FOR THE DEVELOPMENT OF LEADERSHIP IN EDUCATION

EDUCATIONAL LEADERSHIP IN ALBERTA

EXECUTIVE SUMMARY

A study conducted on behalf of
The Consortium

By

Craig Montgomerie, PhD
Frank Peters, PhD, Project Director and
Ken Ward, PhD

January, 1991

Department of Educational Administration
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SUMMARY REPORT

The study reported in this Summary had a twofold purpose: to establish a baseline of information regarding courses and programs in the area of educational leadership in Alberta; to obtain the views of selected individuals in leadership positions in education in Alberta regarding educational leadership in this province.

The study was carried out in six overlapping phases with the data gathering phase beginning with a comprehensive review of the literature, followed by a questionnaire survey of all Alberta school superintendents. The final component in the data gathering phase consisted of interviews of a purposive sample of identified educational leaders in the Province.

Survey Findings

The questionnaire survey (and follow-up) was begun in November, 1989 and concluded in February, 1990. The 116 school superintendents who serve the 145 active public and separate Alberta school jurisdictions were identified and mailed questionnaires designed to elicit the nature of existent educational leadership programs, courses, workshops, etc., and the type of agency providing such services. They were also asked to comment upon what agency or agencies they believed should provide such services, and what courses or programs they deemed desirable but presently unavailable. Of the 116 superintendents surveyed, 110 responded for a response rate of 96%.

All the large jurisdictions and more than half of the medium sized jurisdictions have developed their own courses or programs, while more than 70% of the medium and small-sized jurisdictions rely upon other agencies to offer educational leadership courses and programs. Roughly half of the respondents indicated satisfaction with the provision of educational leadership courses and programs in their jurisdictions. Interestingly, of the 61 jurisdictions which rely exclusively on other agencies to provide leadership programs and/or courses, 31 (51%) indicated satisfaction with those services. Of the 27 jurisdictions which either contract for or provide their own programs, only 12 (44%) professed satisfaction with the way the educational leadership needs of system personnel were being met.

The most common response to the question on who should provide educational leadership programs and courses was that Alberta universities should be responsible. The various professional agencies were also identified relatively frequently along with Alberta Education and the school jurisdictions themselves.

Respondents, when asked to address the question of how educational leadership needs could be better served, had many suggestions. These could be categorized to some extent under such headings as "offering more practical courses", "more flexible university entrance and residency requirements", "provision of courses in local area", "use of distance education", "provision of university credit for workshop-type courses, The Alberta Academy, and so forth".

A number of the responses reflected a need for specific administrative and management "topics" such as conflict management, marketing schools, discipline, supervision, public relations, and so forth. Other responses seemed aimed more at pre-service programs and included descriptors like "more flexibility', "more accessible", "more relevant", and also suggested a concern with a perceived imbalance between theoretical and practice-oriented components of graduate programs.

Interview Findings

A purposive sample of individuals identified as key actors in the various agencies considered to be stakeholders in the provision of educational leadership in the Province was selected and interviewed. The interview schedule was designed to allow the respondents to explore freely and elaborate upon their particular concerns related to any area associated with the development of educational leadership in Alberta. The data were analyzed, interpreted and synthesized by the study team, and emergent themes identified.

Thematically, the interview data sorted into three rather broad sectors: the current status of educational leadership in the Province; current and emergent problems associated with the development of such leadership; and, the adequacy of leadership programs. The findings, coupled with those gleaned from the survey data and the literature review provided the structure for the subsequent identification of issues and implications associated with educational leadership in the Province. The issues identified are obviously not to be seen as mutually exclusive.

* Issue #1: The Nature of Educational Leadership in Alberta

Interview data, in particular, characterized leadership in education in Alberta as "safe" and "lacking in vision or creativity". Leaders in education were also characterized by some as "anti-intellectual", "greying", and "overly-protective of their own turf." At the same time, the interviewees did not, generally, suggest the existence of any major, current crisis or that education in the Province was in a poor state. The apparent absence of meaningful collaborative undertakings among educational stakeholders was perhaps the single most often-voiced criticism of the state of educational leadership in the Province. Collaboration was viewed by most as a potent opportunity to develop shared understandings of educational leadership and the needs associated with providing appropriate preparation of leaders.

* Issue #2: The Lack of Consensus

The perceived lack of consensus as to what constitutes educational leadership, on the part of those interviewed, was demonstrated in the survey data as well. All those interviewed agreed that a general notion of "leadership" must include the concept of vision. Yet they were unable to identify any clear vision for education in Alberta to which leaders and others are asked to subscribe. As well, a number of those interviewed referred to the lack of a "social consensus" to guide educational leaders in understanding what is appropriate to demand of schools. It was generally agreed that leaders with vision would necessarily be able to "sell" their vision to colleagues, and to expand the tolerance and acceptance of others involved in leadership roles.

* Issue #3: Absence of Critical Leadership Components

Many of those interviewed lamented the absence of "trust", "innovativeness" and "vision" among leaders in the educational enterprise. The absence of risk-taking, worry about vulnerability of position, and the political nature of the positions many educational leaders find themselves in (locally appointed superintendents for instance) were seen to militate against creativity and risk-taking.

* Issue #4: Programs in Educational Leadership

There is a fairly general agreement that there is a need to modify current courses and programs at Alberta universities to bring about a more appropriate balance between theoretical content and field-based experiences. There is, as well, a general belief that if proper programs in educational leadership can be developed and implemented, many of the identified problems can be addressed and even rectified. Criticism was directed at the universities for failing to address a wider range of leadership needs -- those of trustees, teachers, superintendents -- and for focusing too much on the principalship. Others criticized the universities for failing to provide enough courses specific to the principalship and for maintaining residency requirements and entrance standards which appear to be out of step with the needs of the clientele.

- **Issue #5: Financial Constraints**

Each of the issues identified have financial implications, and it was pointed out repeatedly that the traditional Alberta method of solving problems by pumping more money into the problem area just won't work anymore. The money is simply not available even if the political will to help in such fashion were. Financial constraints are detrimental to the development of collaborative activities and cooperation between agencies and work to buttress the inclination of Alberta educational leaders to become increasingly insular and protective of turf. Increasing numbers of students, expanded demands upon schools, and the "greying" of the physical as well as human resources of education have important implications for educational leaders, and for the nature of preparation programs.

Conclusion

The issues which were identified are based in the data obtained in the interviews with people in prominent positions in educational leadership in Alberta and in the survey data obtained from the school jurisdictions. The researchers conclude the report with a chapter designed to begin the discussion on the issues derived from the study data.

- **The Board of Directors for the Consortium consists of:**
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  - Robert O'Reilly, University of Calgary
  - Earl Trathen, Association of School Business Officials of Alberta

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- **Copies of the complete study document have been forwarded to:**
  - All organizations represented on the Board of Directors
  - All School Jurisdictions in Alberta
  - Faculty of Education Libraries in Alberta
  - Canadian Educational Leadership Network

Microfiche copies will be available from ERIC Document Services and Micromedia.
Additional copies of the study document may be obtained from the Consortium while quantities last.

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CHAPTER 1

INTRODUCTION TO THE STUDY

Background

This study was conducted in accordance with a proposal submitted to the Alberta Consortium for the Development of Leadership in Education in response to a request for such a study. In this request the Consortium indicated that the term "leadership," as used by that body, "is not limited to the roles and activities associated with management and administrative positions such as trustee, superintendent and principal. On the other hand, it is not intended to embrace all educational positions and activities." While this working definition of leadership acted as a general guide in the conduct of the study it also indicated to the researchers that considerable flexibility and tolerance should be used both when collecting information and when deciding on the relevance or usefulness of particular data.

The general rationale for the study is to be found in the overall purpose of the Consortium which is "to provide a forum for communication and cooperation, with opportunities for coordination and collaboration, among groups responsible for the development of educational leadership in Alberta." This particular study, primarily an attempt to identify the scope and nature of courses and programs offered in Alberta in the area of educational leadership, obtained information regarding preservice activities and professional development. The study also identified a number of areas where the presence of issues having to do with leadership in education in this province have been identified.

Purpose of the Study

The specific purpose of this study was to establish a baseline of information regarding courses and programs in the area of educational leadership in Alberta. In particular the study dealt with courses and programs sponsored or offered by three separate types of agency:

1. Courses and programs sponsored by provincial or regional agencies and organizations (professional development).
2. Courses and programs sponsored at the school and school system levels (professional development).
3. Credit programs offered by a University, College or other institution (leading to a degree or diploma).

A second purpose of the study was to obtain the views of key leaders in the area of educational leadership in Alberta in an attempt to identify needs which, in their views were not being met at present. Those interviewed also provided information which assisted in further identification of issue areas in educational leadership in this province.

Study Objectives

In order to accomplish the purposes of this project the project director and the study team developed and met the following specific objectives:

1. a project team was organized and a comprehensive management system was developed for the project;
2. a specific, detailed design was developed for the study;
3. relevant literature was reviewed;
4. research questions were developed and relevant information sources identified;
5. the required data were collected, analyzed, interpreted and synthesized;
6. issues relating to educational leadership in Alberta were identified;
7. a report on the study was prepared and presented to The Alberta Consortium for the Development of Leadership in Education.

The Design and Methodology of the Study

The study was carried out in six discrete though overlapping phases. Each of these is presented and described below.

Phase 1 *Mobilization of Project Team*

During this phase, the agreement with the Alberta Consortium for the Development of Leadership in Education was drawn up and the research team was finalized. It was initially planned to involve faculty members from the Universities of Calgary and Lethbridge along with the three primary research team members from the University of Alberta. This was found to be impractical and the research was carried out by Drs. Craig Montgomerie, Frank Peters and Ken Ward, faculty members of the Department of Educational Administration at the University of Alberta. Dr. Peters also served as project director.

Phase 2 *Finalization of Project Design*

During this phase, detailed planning of the project was undertaken. A model for the design and conduct of the study is presented in Figure 1. The major tasks in this phase included:

a) development of a model to guide the conduct of the study;
b) determination of particular research questions;
c) identification of data sources;
d) development of methods to gather, analyze and report data;
e) preparing a tentative format for the Final Report.

Phase 3 *Data Gathering*

The first activity associated with this phase was the conducting of a comprehensive review of the literature in the area of leadership in education.

A questionnaire was developed and distributed and an interview schedule was prepared and interviews were conducted.

Phase 4 *Data Analysis/ Interpretation/ Issue Formulation*

In this phase the data obtained by means of the survey of Alberta school jurisdictions and by means of interviews were analyzed, collated and synthesized in terms of the specific research questions and objectives of the study. Prevailing dynamics were identified, as were critical issues relating to leadership in education in Alberta.

Phase 5 *Report Preparation*

During this phase of the project the research findings and identified issues were re-organized to meet specific study requirements.

Phase 6 *Presentation of The Final Report*

While this event is essentially the presentation of the completed report document to the Consortium, it should also be pointed out that interim reports were made to the Steering Committee for the study at various stages during the conduct of the study. A report was presented following the development of the detailed design for the study and again following the initial analysis of the data. Copies of the review of the literature on leadership in education were provided to the Steering Committee following the completion of that activity. In addition, reports on the preliminary findings of the study were presented at the

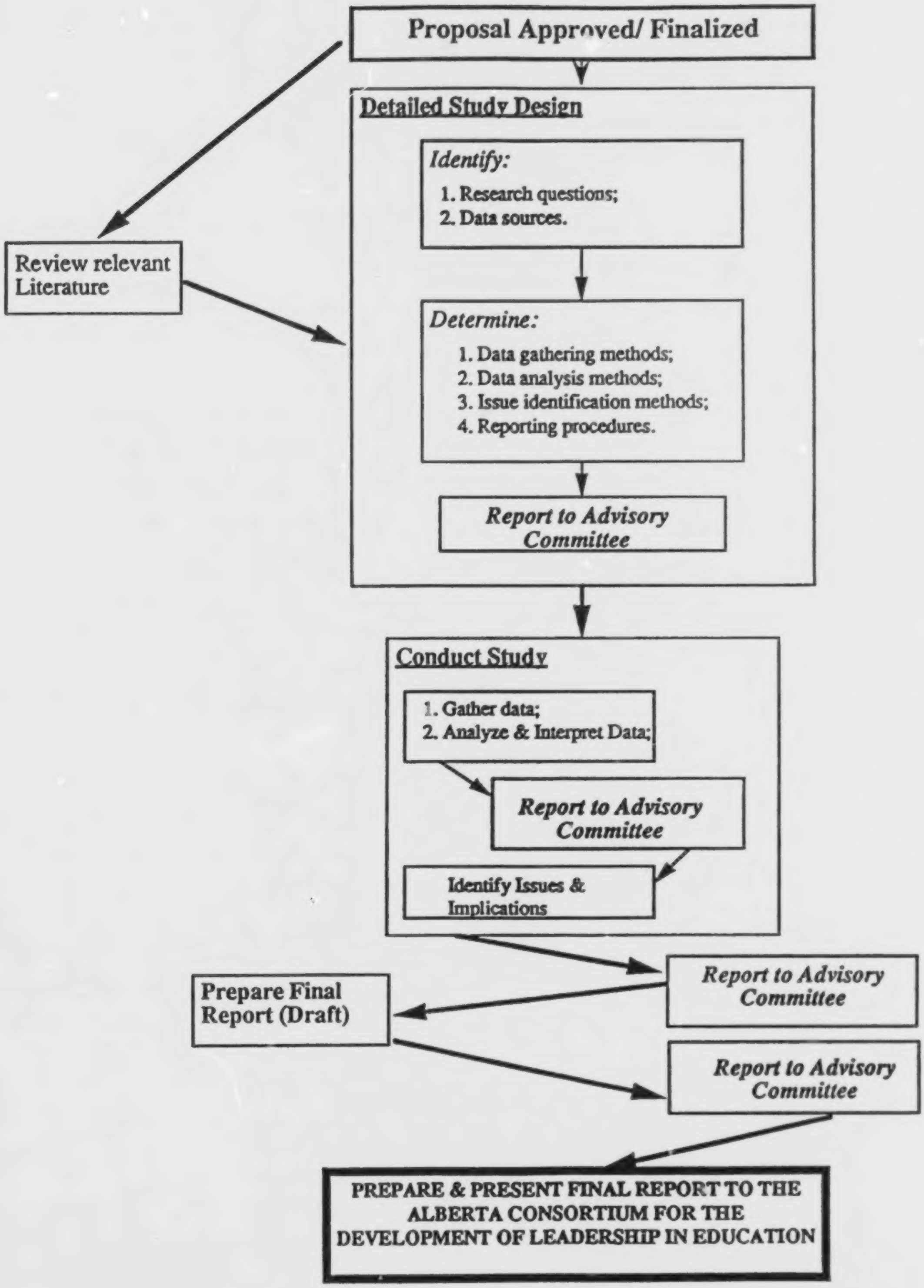
Proposal Approved/ Finalized
Detailed Study Design
Identify:
1. Research questions;
2. Data sources.
Review relevant Literature
Determine:
1. Data gathering methods;
2. Data analysis methods;
3. Issue identification methods;
4. Reporting procedures.
Report to Advisory Committee
Conduct Study
1. Gather data;
2. Analyze & Interpret Data;
Report to Advisory Committee
Identify Issues & Implications
Report to Advisory Committee
Prepare Final Report (Draft)
Report to Advisory Committee
PREPARE & PRESENT FINAL REPORT TO THE ALBERTA CONSORTIUM FOR THE DEVELOPMENT OF LEADERSHIP IN EDUCATION

Figure 1: Process & Design Model - Educational Leadership Study

Second Annual Seminar of the Alberta Consortium for the Development of Leadership in Education, *Leadership for The Future,* in Kananaskis in March 1990 and again at the Tri-University Leadership Symposium, *A View of the Mountain,* in Banff in May 1990.

Limitations of the Study

The study, and in particular the survey component, is limited in a number of ways. In the first case, the survey dealt only with school jurisdictions in Alberta and the perceptions which certain individuals in these jurisdictions had regarding courses and programs in the area of educational leadership which were available for personnel of their jurisdiction. The study was limited also by the manner in which the respondents defined the term "educational leadership" for themselves and also by the comprehensiveness and accuracy of their information. It was further limited by their willingness to share the information which they had regarding courses and programs in educational leadership.

In that the questionnaire was sent to each jurisdiction's superintendent with the request that it be completed by the individual best suited to provide the information, questionnaires were all completed by an individual within the central office. There is a possibility that the views obtained from central office staff regarding educational leadership may differ from views on this topic held by school-based administrators or teachers.

The study is further limited in that the interview data represent the views presented by those interviewed. No attempt was made by the research team to verify the accuracy of any of the statements provided in the interviews.

Organization of the Report

This report is organized in such a manner as to highlight the different major components of the study. First, the review of the literature is presented, then the synthesis of the survey findings is presented, followed by the interview findings. The fifth chapter of the report synthesizes the interview and survey responses into a series of issues pertaining to leadership in education in Alberta today. The final chapter is a discussion of the findings and issues by the members of the research team.

CHAPTER 2

REVIEW OF LEADERSHIP LITERATURE

In keeping with the purposes of the study, this review of current literature on educational leadership has two specific aims: to provide a working definition of educational leadership and to survey literature on preservice preparation and inservice training of educational leaders. In each case, however, the more specific purpose cannot be accomplished without undertaking a more general overview of current research and theory on educational leadership, for definition flows from rather than precedes research and theory, and the best preparation and training programs are designed with research and theory in mind.

The review is thus divided into three parts. It begins with a review of the literature on leadership and educational leadership, paying particular attention to trends within the last decade, with the ultimate purpose of providing an up-to-date, working definition of the term. The second and third parts survey the literature on preservice preparation and inservice training programs for educational leaders, exploring the relationship between such programs and current research and theory.

Towards a Definition of Leadership

A comprehensive and all-inclusive review of the literature to date on empirical studies of leadership would be massive. As long ago as 1974, Stogdill conducted such a review, discussing over 3,000 selected sources and listing 72 definitions of "leadership" provided by authors between 1902 and 1967. Bass updated Stogdill's review in 1981, adding a further 2,000 sources, and several other comprehensive reviews of empirical research have also appeared (e.g., House & Baetz, 1979; Jago, 1982). Literature on organizational behavior, administrative behavior, decision making, and organizational change also contains much that is relevant to any discussion of leadership. Rather than attempting to be all-inclusive, this part of the review highlights the major trends in research on leadership, especially in the last decade, focusing on how these have widened our understanding and definition of the term.

A natural place to begin is with the *Handbook of Research on Educational Administration* (1988), in which Immegart surveys and assesses both general and educational literature on empirical research into leadership and leader behavior up to and including 1985. His review encapsulates the major research findings on leadership and leader behavior, identifies problems with some of this research, offers suggestions for further study, and presents a model of a broad conceptualization of leadership.

Major Research Findings Based on Empirical Studies

Immegart introduces his article by pointing out that, historically, there has been a shift from a narrow concentration on the personal characteristics of the leader – the "great man" approach – to a wider "exploration of traits, styles, behaviors, situations (contingencies), and a variety of other related concerns, including the interaction of multiple variables and sets of variables" (p. 261). The importance of the latter cannot be emphasized enough; there is clear consensus that leadership is a highly complex phenomenon, and the most reliable studies and best definitions of the term now take into account multiple variables and the linkages among them. There is also an increasing tendency to view leadership from a number of perspectives – for instance, sociological, political, cultural, and interdisciplinary.

Immegart focuses on five main areas of empirical research and summarizes the conclusions about leadership and leader behavior that can be safely drawn from them. In the following discussion of these five areas, useful comments by House and Baetz (1979) are appended.

1. *Impact*. Leaders and leadership do have an impact on organizations and their members (Immegart, 1988, p. 261). However, as House and Baetz caution, "leadership has an effect under some conditions and not under others and ... causal relationships between leader behavior and commonly accepted criteria of organizational performance [are] two-way. Thus, the current prevailing paradigm in leadership research is a contingency paradigm" (1979, p. 348).

2. *Traits*. Leaders in leadership situations commonly demonstrate several traits: intelligence, dominance, self-confidence, and a high level of energy and activity (Immegart, 1988, p. 261). Recognizing that "traits or personality variables alone account for a small amount of behavioral variance" and that such traits are moderated by both task and situation, House and Baetz (1979, p. 352) elaborate further: since "leadership always takes place with respect to others," leaders usually have well developed social skills; since "leadership requires a predisposition to be influential," leaders usually display the traits of dominance and the need for influence; and since "leadership most frequently takes place with respect to specific task objectives or organizational goals," leaders usually display a

need for achievement and a desire to excel, tend to assume personal responsibility for outcomes, and possess abilities relevant to the task at hand.

3. *Leadership style*. There have been several categorizations of leadership styles which place them on a dichotomy or continuum between, for example, participative and non-participative, initiating structure and consideration, nomothetic and idiographic, democratic and autocratic, and task facilitative and socioemotional. Immegart concludes that research based on these categorizations, taken together, clearly establishes that there is no one best leadership style. Rather, "effective leaders exhibit a repertoire of styles," and "style is related to situation, both context and task" (Immegart, 1988, p. 262).

In one example of such a contingency, participative leadership is shown to be basically irrelevant when tasks are clear and routine but of greater value with "complex and ambiguous tasks and when subordinates are ego-involved" (Immegart, 1988, p. 263). House and Baetz (1979, p. 358) cite another example: Gustafson (1968) showed that when tasks are intrinsically satisfying and group members are committed to accomplishing them, there is little need for socioemotional leadership; task-oriented leadership will suffice. However, when tasks are uninteresting and group members uncommitted to them, task-oriented leadership will likely be resented and socioemotional leadership thus becomes crucial.

4. *Behavior*. Studies on leadership behavior are closely related to, but more specific than, those on leadership style. Again, major conclusions that can be drawn from these studies are that "leaders who exhibit a variety of behaviors are more effective than those who do not," that "leader behavior is related to a number of organizational variables," that "preferences and expectations for leader behavior vary among reference groups," and that "leaders' perceptions of their own behavior differ from those of superordinates and subordinates, which also differ from each other" (Immegart, 1988, p. 264). In the latter regard, attribution theory has developed as an important line of inquiry (Calder, 1977). That is, followers perceive certain distinctive behaviors in an individual, accept these as leadership behaviors, and thereby attribute leadership to that person. House and Baetz (1979, pp. 401-403) discuss potentials for error in such attribution.

The above contingencies notwithstanding, Immegart (1988, p. 264) lists at least three behaviors that effective leaders commonly display: effectiveness in obtaining resources, task and work facilitation and skill, and considerate treatment of others (which has a definite correlation with subordinates' satisfaction but not necessarily with their performance). It is important to underscore the situational nature of leader behavior, which is moderated by such variables as performance and competence of subordinates, organizational climate, stress and ambiguity in the group setting, and reciprocal effects between leader behavior and these and other variables.

5. *Situational or contingency studies*. It should be clear by now that current empirical research on leadership and leader behavior emphasizes situational or contingency factors and the interaction of multiple variables. Citing Fiedler's (1967, 1971) ground-breaking work on contingency theory, Immegart concludes that "one cannot speak of effective or ineffective leadership, only of effective or ineffective leadership in one situation or another" (1988, p. 265). Other advances in the area of contingency have been the development of path-goal theory (House, 1971) and the exploration of leaders' use of operant conditioning (House & Baetz, 1979, p. 403; Jago, 1982, p. 326). Immegart applauds these approaches for their sophistication in attending to the complexity of leadership.

Definition of Leadership Based on Empirical Studies

For a definition of "leadership" based on empirical research, one must look beyond Immegart, who does not provide one; in conducting his review he simply assumes that "regardless of conceptualization or operational definitions, those engaged in the study of leadership and leader behavior were, more or less, directing their efforts toward the same kind of phenomenon" (1988, p. 260). House and Baetz (1979) do provide a useful definition, however. Upon reviewing the 72 definitions gathered by Stogdill (1974), they state that "almost all of them imply that leadership is a form of social influence" which can be distinguished from other forms of social influence (1979, p. 343) and which can be exerted by either formal or emergent (informal) leaders (p. 344). To be more specific,

> the construct of leadership is defined as the degree to which the behavior of a group member is perceived as an acceptable attempt to influence the perceiver regarding his or her activity as a member of a particular group or the activity of other group members. To qualify as a leader behavior it is necessary that the behavior is both perceived as an influence attempt and that the perceived influence attempt is viewed as acceptable. (p. 345)

They refine this basic definition as follows, taking into account the crucial factors of the context and situation in which leadership takes place:

> Leadership takes place in groups of two or more people and most frequently involves influencing group member behavior as it relates to the pursuit of group goals. The nature of the goals, the task technology involved in achieving the goals, and the culture or broader organization in which the group exists frequently have a direct effect on the attitudes and behavior of

> group members. These variables frequently serve to direct, constrain, or reinforce follower attitudes and behavior. Thus they frequently moderate the relationship between leader behavior and follower responses. (p. 345)

It will be noted that the key concepts in this two-part definition are in accord with the major findings from the research as summarized by Immegart (1988), and particularly with the notion of leadership as a two-way social contract between leader and followers who are pursuing group goals in a broad context and who are affected by multiple outside variables.

It will also be noted that House and Baetz' definition is a generic one, drawing heavily on the leadership literature in sociology, psychology, social psychology, business, and organizational studies. While House and Baetz stress the importance of context and situation, their purpose is not to examine specific contexts for leadership. Immegart (1988) reinforces their emphasis on the need to consider context and situation in any study of leadership, but his own review covers basically the same ground as theirs – even though it appears as a chapter in the most comprehensive handbook to date on research in *educational* administration. He does, however, discuss his reasons for not focusing on the educational context for leadership (pp. 267-268).

First, his review of the educational literature, and his six-year editorship of *Educational Administration Quarterly,* lead him to conclude that there have been few significant studies of educational leadership within the last decade or so: "the activity level relative to leadership and the number of educational leadership studies of the 1960s … stand in stark contrast to the record of the past decade or so" (1988, p. 268).

Second, he concludes that most of the studies on educational leadership that have been done "have for the most part corroborated and replicated other inquiry" and have tended "to lag behind the empirical, conceptual, and methodological advances realized elsewhere" (p. 267). He wonders why, for instance, there have been so few contingency studies of educational leadership, particularly in light of "the well-noted decline in educational settings that in fact offers interesting prospects for the study of leadership" (p. 267).

Third, he notes with perplexity that researchers in the field of leadership have shown little interest in educational leaders, perhaps because of what Burlingame (1973, p. 64) considers their failure to be "on the frontier, reconnoitering virgin territory" or what Stogdill (1974, p. 98) considers their "*laissez-faire* style of leadership." Immegart does not consider, however, that researchers outside the field of education may be unaware of the complexities of situation and context that educational leaders face.

Immegart concludes (1988, pp. 274-275) by challenging educational researchers to pay more attention to educational leadership, to be more sophisticated in the design and methodology of their empirical studies, to be more rigorous and comprehensive in conceptualizing and theorizing, to avoid replication studies, and to include more variables and consider the linkages among them. He calls especially for more contingency studies, as well as more longitudinal and comparative case studies using the naturalistic paradigm and real-world situations. His criticisms are well taken and precise, but they are directed mainly at empirical researchers.

Immegart's own review demonstrates rigor in surveying and assessing empirical research; it also demonstrates the limits of such research in dealing with the complex phenomenon of educational leadership. He has deliberately limited himself to "studies or research that followed the standard definition of research as being a systematic process of inquiry engaged in for the purpose of generating knowledge" (p. 260). He has thus excluded "thought pieces" and "other nonempirical treatments of the topic," while admitting that these "certainly are important aspects of the literature, and they represent rigorous efforts to grapple with the topic" (p. 260). His reluctance to deal with these in the space of a handbook chapter is understandable from a practical point of view, but it can also be seen as a mainstream bias toward positivistic research. In recent years, some of the most illuminating views on educational leadership have been presented by authors who are given only passing mention in Immegart's review, or who are not considered at all. It is to those authors we now turn for an understanding of some of the current trends of thought about educational leadership and, ultimately, for a definition of the term which takes these trends into account.

Towards a Definition of Educational Leadership

Within the last decade, the most significant advances in thinking about educational leadership have been made by writers such as Bates (1984), Foster (1986a, 1986b), Greenfield (1975, 1984), Hodgkinson (1978, 1983), Schön (1983, 1987), Sergiovanni (1984a), and Sergiovanni and Corbally (1984). Finding logical positivism simply too narrow as a way of thinking about the complexities of educational leadership, these writers approach the subject from multiple perspectives including epistemological, philosophical, hermeneutic, cultural, social, aesthetic, historical, political, and symbolic. Their writings reflect what Foster (1986a, p. 27) calls a "postpositivistic" or "postempiricist" view of the world – and not just the scientific or the educational world. They stress beliefs, values, ethics, purposes, and the nature of reality itself, as being important in our understanding of leadership.

In Hodgkinson's (1978) view, "administration is philosophy-in-action." Foster (1986b, p. 19) concurs, saying "philosophy involves a set of beliefs about how the world is structured, and administrators, knowingly or not, put those beliefs into practice." They urge researchers, theorists, and educational leaders alike to *reflect* deeply and critically not just on *what* they do but *why* they do it – that is, for what ultimate purposes and for what personal and social reasons. In Foster's words (1986a, p. 19), "Reflection on the underlying assumptions and philosophy provides self-understanding."

Since the mid-1970s, Greenfield has been questioning and criticizing the underlying assumptions and philosophy of positivistic research. By 1986 he was arguing that those who "claim that an objective view of the social world enables them to conduct value-free inquiry" are proceeding from false assumptions about the nature of human and thus administrative reality, for they "split facts from values, and deal only with the facts" (pp. 131-132). The assumptions on which positivism is based "dispense with any knowledge not based upon objective and empirical observation. Such inquiry must therefore deny the world of value" (p. 135). Greenfield believes (pp. 150-51) that organizations are "an invented social reality of human creation," that "the world of will, intention, experience, and value is the world of organizations and administration," and that, in such a world, "conflict is endemic ... [arising] when different individuals or groups hold opposing values or when they must choose between accepted but incompatible values." Leaders are thus constantly called upon to make moral and ethical choices, to move beyond the world of rationality and scientific objectivity.

Greenfield points out that in the social sciences in general, there is also a "broader conception of science in which the scientist is not only an observer but also an interpreter of reality. This view acknowledges that human interest and its possible biases are inextricably interwoven in what we call scientific truth" (1986, p. 135). Fortunately, says Greenfield, such a broader view of social science is now being powerfully expressed in educational administration theory by a few "minority voices" such as Hodgkinson, Bates, and Foster.

In a book and a monograph, both published in 1986, Foster lays out his conception of an educational leadership that includes not only moral and ethical but political dimensions. He pays close attention to the historical, social, and cultural context of schooling and to the purposes of education and the means of achieving them. His monograph (1986b), written as part of a series used by Deakin University's Open Campus course on educational leadership in schools, presents his ideas in a clear yet concise way. His introductory paragraph immediately extends traditional – and morally and politically neutral – definitions of educational leadership such as the one presented in the previous section of this paper (House & Baetz, 1979). For Foster, educational leadership must include "actions which yield social change and improvement," and such leadership "can be practised equally by different social players, depending on the circumstances and the strength of ideas" (1986b, p. 3).

Foster then traces four models of leadership developed by empirical researchers, concluding that their "quest has failed, in its efforts to develop positivistic models of leadership" (1986b, p. 7). Bates levels a similar criticism against the quest for a value-free behavioral science of educational administration, bluntly calling it "misconceived and misdirected" (1984, p. 260). Bates characterizes the problem with "conservative and anachronistic" approaches to educational administration as a failure to pay attention to "unique characteristics of *educational* organizations and to other contextual matters such as contemporary *educational* issues" (1984, p. 260; italics added).

Such criticisms of traditional views of educational leadership would bear little weight if their authors did not present alternatives. Before presenting his own alternative, Foster summarizes four wider models of leadership which have influenced his thought because of their "more politically active and morally defensible consideration of leadership" (p. 10). Selznick (1957, p. 28) sees the leader as one who makes not only routine but critical decisions about the purpose of an organization; thus the leader is "primarily an expert in the promotion and protection of values." Burns (1978), too, stresses the purposiveness of leadership (as does Vaill, 1984). But his main contribution, as Foster stresses (1986b, p. 12), is that he distinguishes between "transactional" leadership, which involves exchanges of valued goods between leaders and followers, and "transformational" leadership, in which leaders "engage with followers" (Burns, 1978, p. 455) and transform their vision of the world. Tucker (1981, pp. 18-19) focuses on political leadership, defining its three functions: diagnosis of a problem situation, policy formulation, and policy implementation. Finally, Bennis (1984) examines the way in which corporate leaders possess the "transformative power of leadership," or "the ability to translate an intention into reality and sustain it" (p. 64). Key words or concepts that should be included in any up-to-date definition of leadership, then, are "values," "purposiveness," and "transformation."

For Foster, leadership theory must also have practical "relevance to improving the human condition" (1986b, p. 18). His definition of leadership thus begins with the notion of "praxis," namely:

> the ability of all persons to engage in acts of leadership which help in the transformation to a way of life which incorporates participative principles; leadership, in this regard, is both a critical and a shared leadership. It is shared because no one individual has the right way: rather, leadership is a communal endeavour wherein the direction of society is discussed and debated.... The critical spirit is the basis for leadership acts. (p. 18)

In this monograph, Foster has a political agenda aimed at critically examining the structures of society in which educational systems are embedded and empowering all who are involved in education to share in the same examination. For Foster, therefore, leadership involves demystifying constructed social realities and being "politically critical and critically educative" (1986b, p. 19). In addition, since leaders have the ability "to make sense of things and to put them into language meaningful to large numbers of people" (Pondy, 1978, p. 95), those who are examining leadership must analyze leaders' use of language – both distorted and undistorted communication (1986b, p. 24).

Foster's book *Paradigms and Promises* (1986a) is less overtly political while still insisting on a critical approach; there he defines leadership in this way:

> Administration involves the resolution of various dilemmas, that is, the making of moral decisions.... If administrators could look at these dilemmas in reflective terms, which means to engage in the critical evaluation of self, role, and institution, then perhaps the dilemmas could not just be resolved through everyday action, but could indeed be transformed. Administrative action, then, leads to transformative action and this, indeed, is what *leadership* is all about. Transformative action entails making decisions in a moral context. (pp. 26-27; italics in original)

Praxis, reflection, transformation, participation and sharing, empowerment of followers, moral decision making, purposiveness which has social justice as an ultimate aim, and critical evaluation of self, role, and institution are the key concepts in Foster's leisurely and thoughtful definition of educational leadership. These concepts, particularly the combination of praxis and reflection, are reinforced in key writings by others. Schön, for example, sees leadership as "reflection-in-action" (1983, 1987) and describes how the "reflective practitioner" can be educated. The recent *Faculty of Education Task Force on Teacher Education Models at the University of Alberta* comes to a similar conclusion when it urges the Faculty to adopt a critically reflective model for teacher education (Beauchamp et al., 1989). While Beauchamp's task force focuses on teacher education, the idea of reflective practice has also been applied to the principal and other educational leaders. Sergiovanni (1987) sees the principalship as "reflective practice" in which principals "rely heavily on informed intuition" – that is, intuition which is "informed by theoretical knowledge on the one hand and by interacting with the context of practice on the other" (p. xiv).

Finally, an up-to-date definition of educational leadership must also include the cultural and symbolic elements of educational leadership. Foster pays attention to these elements when he says that leaders communicate meanings through symbolic processes such as the "construction and reconstruction of sagas, myths, and stories, the enactment of rituals, and the more general developments of a universe that attributes meaning and causation to leadership acts" (1986a, p. 181). Sergiovanni, too, has stressed the importance of cultural and symbolic forces as key elements of *excellence* in educational leadership, as opposed to the necessary technical, humanistic, and educational elements of *effective* educational leadership (1984b, pp. 6-9; 1987, pp. 52-59).

The importance of cultural approaches to leadership is even more heavily emphasized in such books as Schein's *Organizational Culture and Leadership* (1985), which argues that "the unique and essential function of leadership is the manipulation of culture (1985, p. 317), and Sergiovanni and Corbally's book *Leadership and Organizational Culture: New Perspectives on Administrative Theory and Practice* (1984), which brings together articles by 17 authors, including several who have already been mentioned in this review – Bates, Foster, Greenfield, and Vaill. The preface provides a definition of culture that includes

> the system of values, symbols, and meanings into materialized objects and ritualized practices. Culture governs what is of worth for a particular group and how group members should think, feel, and behave. The 'stuff' of culture includes customs and traditions, historical accounts be they mythical or actual, tacit understandings, habits, norms and expectations, common meanings associated with fixed objects and established rites, shared assumptions, and intersubjective meanings. (Sergiovanni & Corbally, 1984, p. viii)

And in the first chapter, Sergiovanni asserts the importance of "the concept of community and ... of shared meanings and shared values" (1984a, p. 8). He then provides the following definition:

> Leadership within the cultural perspective takes on a more qualitative image; of less concern is the leader's behavioral style, and leadership effectiveness is not viewed merely as the instrumental summation of the link between

> behavior and objectives. Instead, what the leader stands for and communicates to others is considered important. The object of leadership is the stirring of human consciousness, the interpretation and enhancement of meanings, the articulation of key cultural strands, and the linking of organizational members to them. (p. 8)

Such a view of leadership demands of the leader a high degree of insight into the organization, depth of vision, skills to make desired changes happen by creating involvement and participation in followers, and self-awareness and emotional strength (Schein, pp. 318-326). The need for educational administrators to develop self-awareness is also stressed by Blumberg (1989, p. 48), for they bring "personal baggage" to their role – that is, "the various values, predispositions, attitudes, perspectives, preferred ways of relating to others."

A Definition of Educational Leadership

A working definition of educational leadership which includes all the considerations put forward by Foster, Greenfield, Schön, Schein, Sergiovanni and Corbally, and others discussed in this section is necessarily a complex one. Interestingly, such a definition need not discard any of the elements in the definition based on empirical research which was presented earlier. In the following definition, stated elements of the empirically based definition are presented in quotation marks and underlying assumptions in parentheses. These elements and assumptions are then elaborated upon in light of the wider understanding of educational leadership that can be gained from the insights of the above-named authors. Two assumptions underlie the definition which follows: that one accepts the collective views of these authors as valid, and that educational leaders truly are "leaders" – that is, their activities are of a higher order than mere technical or managerial activities.

1. Educational leadership is a "two-way social construct" which has no objective reality but is mutually agreed upon, and constantly renegotiated, by leaders and followers who are involved in education at all levels of the system, from student to teacher to principal to parent to superintendent to school board to district office.
2. It is a "form of social influence" directed toward moral and ethical purposes, particularly toward achieving clear educational ends and, ultimately, social justice and democracy.
3. Leadership actions are "acceptable to" and defined as such by followers, for they share the same beliefs, values, and assumptions that leaders do.
4. Educational leaders "influence the behavior of followers." Knowing that this is a high moral responsibility, they do so by educating and empowering followers and

by sharing leadership with them and others. Educational leaders also have the ability to transform followers' attitudes by communicating and embodying a clear vision of how schools, individually and throughout a district or region, can be made better.

5. Educational leaders and followers are "engaged in the pursuit of group goals." This pursuit is a highly purposive one, and the goals are important in the widest human sense: there is a strong and shared commitment to working together to achieve better schools and even a better society.
6. The relationship between leaders and followers is "modified by multiple variables" including the following:
   - (a) "the nature of group goals," which may include social justice, equality, political awareness, and action towards humane and moral ends;
   - (b) "task technology," which includes collaboration, democratic processes, and empowerment (not just technical and managerial processes and technologies); and
   - (c) "culture or the broader organization," which includes (i) the levels within which educational activities are embedded – the individual, the classroom, the school, the district, and the region; (ii) identification, full consideration, and manipulation of cultural and symbolic strands of the school's internal and external environment; and (iii) historical, social, and political influences on the school.
7. Educational leadership acts can be carried out by multiple leaders, both formal and informal (not just one formal leader).
8. Educational leadership is carried out in a democratic (not hierarchical) manner.
9. Educational leadership is concerned with the transmission and retention of educational and human values (not only with the assessment of facts that can be objectively measured).
10. Educational leaders express and embody the symbolic and cultural aspects of the values and beliefs shared by others inside and outside the school.
11. One of the jobs of educational leaders is to adopt a philosophical and inquiring spirit, and to encourage others to do the same, in order to bring into the open and discuss hidden assumptions about the structures of schooling and the structures of society (rather than allowing them to remain hidden in order to preserve traditional power structures).
12. There is no "one best" style of educational leadership or "one best" kind of educational leader. What educational leaders have in common, however, is that

> they are reflective practitioners. They are aware of their own emotional, spiritual, moral, and intellectual resources and draw upon them – as well as on their own experience, imagination, and intuition – in carrying out their leadership functions. They gain such awareness through critical reflection during the practice of leadership, as well as through creative visioning (and not only through empirical fact-gathering and the application of deductive logic and positivistic thinking – though these are of course important in the technical and managerial matters with which educational leaders are also engaged). They bring their whole selves to their leadership, and consider their followers in a holistic and individual way as well.

In summary, educational leaders are more than just technical and rational managers of educational processes who are skilled in human relations, though they must have practical skills and knowledge in these matters in order to ensure that students' basic educational needs are met. Educational leaders have a focus on educational matters and a vision and moral purpose which they are able to articulate clearly to others; they can transform that focus, vision, and purpose into commitment by others to work towards achieving an agreed-upon type of effective school or educational system; they can orchestrate and inspire others to maintain this effectiveness on a day-to-day basis; they express and embody the symbolic and cultural aspects of the values and beliefs shared by the others involved in their common educational pursuit; and they fully recognize the environmental realities within which these values and beliefs exist.

This section of the review concludes with a brief description of a recent, ongoing empirical research project which seems to be driven by an understanding of educational leadership which is similar to that presented above. LaRocque and Coleman (1988, 1989) have been conducting a multi-year, multi-site study of "good school districts" in British Columbia which have what they call a "productive district ethos." Using sophisticated quantitative and qualitative research methods, they are examining educational leadership at several levels including that of the school administrator, the superintendent, and the school trustee. Their research emphasizes (a) the embeddedness of classrooms in schools and schools in districts as well as (b) the importance of understanding district and school culture, (c) communicating shared values, (d) working in the political and social realm, (e) concentrating effort on activities pertaining to six focus areas which make up a positive district ethos (learning, accountability, change, commitment, caring, and community), and (f) evaluating outcomes according to clearly stated criteria. This is not the place to report in detail on their findings; however, theirs seems to be the type of research initiative which, in its consideration of both facts and values in education, might bring together "Immegartians" and "Greenfielders" who are working in the area of educational leadership.

Preservice Preparation of Educational Leaders

How can and should this new type of educational leader be prepared – through university-based graduate studies in educational administration, inservice training, or a combination of the two? While in many senses the line between formal preservice graduate programs and inservice training for practising professionals is blurred, particularly where there is no mandatory certification dependent on completion of graduate studies (Miklos, 1983, pp 169-170), the final part of this review will discuss preservice preparation and inservice training in two discrete sections. In both cases it will be noted that the current literature focuses more on "administration" than on "leadership." As a consequence, inferences rather than solid conclusions about how each type of preparation strategy might serve to prepare true educational leaders will have to be drawn.

Miklos (1983) traces the dramatic growth in the numbers and types of university based administrator preparation programs in North America and elsewhere since the 1950s, and the growing acceptance of their desirability – if not their necessity. Mandatory certification based on required university studies in educational administration has become the norm in the United States, though not in Canada and other countries. While a survey in the mid-1970s showed that over 30 universities in Canada offered graduate programs in educational administration and that enrollments were high, "indications are that university-based studies are still, at best, a desirable rather than an essential stage in the process of becoming an administrator" (Miklos & Chapman, 1986, p. 5). By 1985, only three provinces (New Brunswick, Prince Edward Island, and Ontario) required of their principals a specified number of courses in educational administration, and only New Brunswick, Manitoba, and Ontario required certification (Duncan, 1985). The differences between the United States and Canada in the context for graduate training for educational administrators are reflected in the literature.

Criticisms of University Preparation Programs

The most common and significant feature of the recent U.S. literature is its criticisms of university preparation programs. As Murphy and Hallinger say in the introduction to their anthology *Approaches to Administrative Training in Education* (1987, p. xi), "A consensus has developed concerning the inefficacy of traditional training programs in educational administration." And in their anthology *Leaders for America's Schools* (1988, p. 250), Griffiths, Stout, and Forsyth state that "preparation for educational administration is in ferment." Both of these books are timely and useful, presenting not only detailed criticisms of university-based preparation programs but also new approaches being taken to remedy the problems identified. (Many of these new approaches involve inservice training; these will be discussed in the final part of this review.)

Critics of American university preparation programs (e.g., Achilles, 1988; Cooper & Boyd, 1987) are in close agreement about the nature of the problems, which can be summed up as follows. Courses tend to lack sequence and focus; instead of being presented as coordinated programs of study differentiated as to degree level (master's or doctoral study), they are most often haphazard collections of individual, unrelated courses. In addition, courses are not tied closely enough to the work that administrators actually do. Descriptive studies have shown that in any given day, educational administrators have numerous face-to-face interactions with a variety of people and a large number of disparate, short-term activities: their work life is fragmented, ambiguous, hectic, and unpredictable (Manasse, 1985, p. 442). University preparation programs, however, emphasize rational and scientific approaches to problem-solving and rely heavily on reading, writing, and theorizing. Furthermore, adult learning theory is too often overlooked in presentation of courses. Another problem is that students who enrol in these courses tend to be part-time and self-selected; admission standards are said to be too low and evaluation not rigorous enough.

How have these problems developed in American university training programs since the early 1950s? Cooper and Boyd (1987) attempt to answer this question by describing the evolution of the "One Best Model" of administrator training, which sees the administrator as a behavioral scientist. Cooper and Boyd link the content and structure of most university programs to the theories driving them; in so doing, they reflect and reinforce the criticisms levelled by Greenfield, Foster, Hodgkinson, and others against positivistic and empirical models and methods in the field of educational administration as a whole. According to Cooper and Boyd, the administrator training model which has become ensconced in American universities has its intellectual base in theories of social psychology, management, and the behavioral sciences and its philosophical base in "empiricism, predictability, and 'scientific' certainty" (1987, p. 4). The world of the administrator as described by Manasse (1985) is obviously at odds with the world of scientific rationality which graduate students of educational administration commonly encounter in their university preparation programs. It is no wonder, then, that educational administrators in the United States have expressed discontent with their university-based preservice training (Pitner, 1988, p. 376).

There is a sense of urgency in calls for reform of graduate training for educational administrators in the U.S. that is not apparent in the Canadian literature. As Miklos and Chapman (1986) point out, one must be cautious about using the U.S. literature to draw conclusions about Canadian university programs, since Canadian historical, cultural, and social contexts are quite different. Unfortunately, however, both the literature and the research on university-based administrator preparation programs in Canada are sparse (Miklos & Chapman, 1986, p. 1). As previously pointed out, the main reason that this topic has received little attention is that graduate university training is not generally a requirement for Canadian school principals, as it is in the United States (Miklos & Chapman, 1986; Leithwood & Avery, 1986).

Miklos and Chapman also offer other reasons why "administrator preparation has not been more of an issue in Canada in recent years" (1986, p. 9). First, provincial jurisdiction over education has been "defended vigorously and interpreted strictly according to the letter of the law" (p. 9) and "the educational policy issues which engender national and interprovincial debate are those which relate to language and religion" (p. 10). Thus, issues concerning administrator preparation have received relatively low priority in comparison with other, more pressing issues. Second, the fact that educational administrators in Canada have maintained a rather low profile has "limited attention to their training or qualifications" (p. 10). Third, Miklos and Chapman feel that for historical and cultural reasons, a "mystique" about educational administrators and their need for specialized training has not developed (p. 10).

After describing the Canadian context for graduate studies in educational administration, Miklos and Chapman consider the nature, content, and underlying assumptions of university programs in this country, and they do have some criticisms which echo those levelled against American university programs. They conclude that – not unlike U.S. programs – most Canadian university programs are more academically than practically oriented, with a "high level of abstraction [which] helps to make them academically acceptable and appropriate for a broad range of clients" (1986, p. 15). Furthermore, these programs have allowed "the emphasis on administration to outweigh the emphasis on education" (p. 16).

In the final part of their paper, Miklos and Chapman examine basic orientations and assumptions behind administrator preparation programs. They ask the same sorts of questions as those raised by Greenfield, Foster, Hodgkinson, and others, centering their discussion on a conceptual model which is by now widely accepted, Burrell and Morgan's (1979) four paradigms or ways of viewing the world of educational administration – the functionalist, interpretive, radical structuralist, and radical humanist. Miklos and Chapman explain these four paradigms clearly and concisely, with the ultimate purpose of relating the basic assumptions of each paradigm to implications for the training of educational administrators. The first of these, the *functionalist* paradigm,

> is oriented toward an objectivist view of the world and a concern for regularity [and] is generally accepted as reflecting the dominant orientation in social science; consequently, this is also the perspective which characterizes most of organizational and administrative theory. The alternative paradigms which are oriented toward more subjectivist or change orientations have attracted only a limited interest in the field. (Miklos & Chapman, 1986, pp. 18-19)

Preparation programs which follow the dominant functionalist paradigm assume that "administrators must have expertise in the science of management" and that "they must be able to engage in social engineering in order to achieve given ends" (pp. 24-25). Such training programs are based on the principles of positivistic social science, and the setting for this training is "an educational institution within which 'banked' knowledge is transmitted, usually through a didactic process" (p. 25). They conclude (p. 27) that formal university training programs in Canada are, by and large, functionalist in nature – and thus similar to the "One Best Model" described by Cooper and Boyd (1987).

Suggestions for Improvement of University Preparation Programs

Miklos and Chapman do not take the view that these functionalist concerns are misplaced; educational administrators must, of course, learn effective management techniques. However, they do argue for a wider conception of administrator education, one which not only "incorporate[s] alternative paradigmatic perspectives, but also follow[s] through with the implications which those perspectives hold for educating administrators" (p. 28). The *interpretive* approach, for instance, would emphasize the development of the type of understanding which

> comes from having an empathy for others and from knowing intuitively and through thoughtful reflection how others make sense of their experience…. Consequently, the education of the administrator should be oriented toward approaches for developing an understanding of how organizations come

> into being and are sustained. The ability to interpret how meanings are developed through negotiation and communicated through symbols are particularly important. Administrators can become educated through experience in a wide variety of settings, both administrative and non-administrative, both institutional and field. Intensive interaction with others is necessary; some insights can also come from engagement with the arts and the humanities. (Miklos & Chapman, 1986, pp. 25-26)

If the interpretive approach were incorporated into administrator training programs, selection of suitable candidates would assume more importance, as would the need to sustain "a reasonable level of reflective engagement in the activities of administering" (p. 26).

The *radical structuralist* approach would help administrators to develop "an ability to critique the contemporary social order and … understand the theory of how fundamental structural change can be brought about" (p. 26). The study of political theory would thus become necessary, and a political perspective would be applied to the study of social and economic theory. Learning would take place "largely within social settings and alternative or anti-institutional contexts" and "would probably involve work experience, study and reflection" (p. 26).

The *radical humanist* approach is human centered, "based broadly in human experience and the interpretation of that experience" (p. 27). Training that incorporates this approach would help educational administrators to blend theory and practice by having them reflect on their own professional practice. Such learning would be self-directed and grounded in personal and concrete experience, and administrators would gain a sense of "how social life can be transformed through changes in consciousness" (p. 27). The curriculum would be interdisciplinary or even "anti-disciplinary" and could include such disciplines as philosophy and theology.

In all three of the "alternative" approaches to administrator training, the principle of lifelong learning would become very important.

Miklos and Chapman present a measured and reasonable argument for enriching university training programs for educational administrators; they do not, however, specifically link the idea of developing educational leaders to the idea of widening these programs to include other approaches besides the functionalist. One might nevertheless draw the conclusion that if Canadian university departments of educational administration wished to have their graduates become vital and visionary educational leaders and not just effective administrators, then including elements of the interpretive, radical structuralist, and radical humanist approaches might help to achieve this goal.

While they reflect deeply on the nature of Canadian graduate programs in educational administration, Miklos and Chapman do not provide detailed prescriptions for such programs. Several of the authors in *Leaders for America's Schools* (1988) do offer practical and detailed advice on what university curriculums in educational administration should contain. The ideas of Peterson and Finn are perhaps the most interesting in the context of this review, since their aim is to outline the features of a program that would train "real leaders." They cite as an excellent starting point the following seven-part program put forward by the American Association of School Administrators (AASA) in 1982:

> school climate and how to improve it, political theory and how to apply it, the curriculum and how to construct it, 'instructional management systems' and how to run them, staff members and how to evaluate them, school resources and how to allocate them, educational research and how to utilize it. Under each of these headings, the AASA suggests, administrators need a mix of empirical and theoretical knowledge and they need a feel for how to put their knowledge and skills into operation within the school organization so as to increase its effectiveness. (1988, p. 100)

This list combines both the practical and the theoretical; Peterson and Finn would add to the list "the development of a well-defined educational philosophy or ideology (as well as understanding of rival philosophies) so that the school leader has solid values and clear beliefs by which to make the many decisions that cannot be handled with knowledge and expertise alone" (p. 101). Besides addressing curriculum issues, they recommend that students be subject to "stringent entry requirements, high standards of performance, ... opportunities for candid, precise feedback to students about their performance, [and] a well-designed apprenticeship" (p. 101). They also recommend that instead of writing a dissertation, those who will be practising administrators would be better off conducting a major research project

> that draws upon their store of knowledge and skills, that relates theory to practice, that obliges them to use research findings in the execution of a series of leadership tasks that challenge their abilities to reason, analyze, synthesize, and later appraise their own performance, and that constrains them to write clearly and cogently about the experience.... Whatever the content of the major project, it should represent a significant piece of work on a real leadership problem .... (pp. 100-101)

Peterson and Finn scrutinize not only programs and students but faculty as well, claiming that many professors of educational administration are not active scholars but, rather, "expractitioners who earned doctorates along the way but spend little time on research, are not especially comfortable with theory, and are better known for their fund of war stories than for their ability to develop cognitive skills in students or to impart research-based knowledge" (p. 105).

Inherent in many of Peterson and Finn's suggestions is the idea that in an ideal university preparation program, the lines between preservice and inservice training would become more and more blurred. Yet they ultimately back off from a total integration between the two. Admitting that many departments of educational administration are ambivalent "about whether their primary tasks are intellectual or clinical," they suggest that this ambivalence could be partially resolved by "clearly defining the role of the university as a supplier of formal knowledge" (p. 105). Yet it can never be completely resolved: "Suggesting that the university's proper role is intellectual rather than clinical does not mean that its faculty should operate entirely in the domain of theory" (p. 105). The best that they can hope for is that university professors be "scholars with a commitment to improving practice based on research" (p. 105).

Clinical and Fieldwork Components in University Preparation Programs

In an attempt to bridge the gap between theory and practice, some university administrator preparation programs include clinical and fieldwork components. Most clinical approaches are geared towards helping trainees to diagnose and solve actual problems and develop practical skills; laboratory training, simulations, case studies, and role playing are some of the methods used to bring trainees in closer touch with the real world of administration (Griffiths, Stout, & Forsyth, 1988, pp. 296-297; Miklos, 1983, pp. 164-165; Pitner, 1988, p. 382). Miklos reports that the two most common alternatives to the lecture method are case studies, which have long been used, and simulations, which have been receiving increasing emphasis in the last three decades (1983, pp. 164-65). Nevertheless, the lecture method persists, and a survey in the 1970s indicated that students were "spending about two-thirds of their time in formal instructional or independent study" (p. 165).

One current example of an entire course on the principalship designed on clinical principles can be found in the Department of Educational Administration at the University of Alberta (McIntosh, Maynes, & Mappin, 1989). The main objective of the course is

> to engage students in a set of direct experiences which would stimulate them to reflect, in a disciplined manner, on their administrative behavior as school principals. By means of instructional simulations, students would experience the responsibilities of a school principal. By means of suitable follow-through activities – including class discussion, reading, and writing – students would learn a method of systematic reflection on their performance as school administrators. In addition, they would be encouraged to gain a greater understanding of their personal action in administrative situations, in a broader context of theory, research findings, values, and the experience of others. (McIntosh, Maynes, & Mappin, 1989, pp. 1-2).

This course places students in a laboratory simulation of an elementary school principal's office, complete with a filing cabinet, a ringing telephone, and an overflowing in-basket. Students take on the role of a principal in three "work sessions" that allow them to experience – albeit in an exaggerated way – "the intensity, fragmentation of activity, and pace of administrative life in the principal's office" (p. 3). While the instructors of this course realize that "in any simulated environment, trainees do not need to face the 'real life' consequences of their decisions" (p. 5), they are attempting, in as direct a way as possible, to place students "at the action centre of a complex organizational network," to help them develop a sense of individual responsibility for making decisions in an intense, interactive human milieu, to make the training process both an emotional and an intellectual experience, and to provide them with expert yet supportive feedback (p. 3).

Field experiences and internships are also being used to some extent in university preparation programs (Miklos, 1983, p. 166). By the early 1960s, about half of the university programs in the United States made use of internships, but the proportion of students involved in them was extremely small (p. 166). Field experiences in university programs are gaining ground as well, but there is little real emphasis on them. Miklos reports that by the late 1970s,

> Although about two-thirds of the doctoral programs in the United States require some field experiences, the vast majority of students spend less than 10% of their time in the field. The results of [a] Canadian survey were similar: Only about one-half of the students reported spending any time in field experiences, and those who did indicated that only about 10% of their time was involved. (1983, p. 167)

A more recent survey showed that only a small proportion – about 5% – of doctoral programs in UCEA-member universities included fieldwork experiences (Norton & Levan, 1988, p. 357).

The incorporation of both clinical and fieldwork components in preservice programs is in line with many of the principles and practices which recent critics of traditional university-based training programs have been advocating. However, as Miklos (1983, p. 166) points out, their use is still underemphasized in university preservice programs, and they have by no means revolutionized the way in which these programs are delivered: "The challenge to develop additional reality-oriented materials and to use them more effectively appears to be as great now as it was some years ago."

Inservice Training for Educational Leaders

If it is true that most university preservice programs for educational administrators are too theoretical and abstract, too rationalistic, not enough concerned with the practical realities of educational administration – not to mention leadership – then one might expect the gap between the theory and practice to be filled by inservice training. Indeed, inservice programs and courses for practising administrators have been offered in Canada and the United States since the early 1950s. These were initially ad hoc, regional, and sponsored by a variety of agencies.

To a large extent, this diversity is still characteristic of formal inservice training in Canada: "The professional education of Canadian principals is, at present, a diversified and usually uncoordinated activity: it is sponsored by universities, specialized inservice agencies, teacher and trustee associations, provincial government, school systems" (Leithwood & Avery, 1986, p. 132). In the United States, formal inservice activities are similarly diverse, ranging from "university courses, workshops, seminars, professional conferences, study councils, retreats, and school visits, as well as consulting services from universities, private foundations, state departments of education [and] professional organizations" (Pitner, 1988, p. 384).

This final section of the review necessarily takes a selective approach to the recent Canadian and American literature on inservice training for educational administrators, first because the amount of literature is so massive, and secondly because most of it deals with a large variety and number of individual programs. Indeed, so much has been written on the topic of inservice that Pitner (1988, p. 384) says she feels "reluctant to review the 'babble of the literature'" and instead focuses on seven "model programs, which are intended to be illustrative and typical of the present training of school administrators." Leithwood and Avery (1986, p. 135) also comment on the "enormous" literature, referring readers to six research syntheses, of which they particularly commend two for their thoroughness (Daresh & LaPlant, 1984; Hutson, 1981).

The focus of the present review will be on examining both traditional and new approaches to inservice training in light of their possible effectiveness for developing educational leadership. Not only formal training activities will be considered but also the informal, self-directed learning that takes place on the job as educational administrators gain professional skills and knowledge through practical experience.

Traditional Approaches to Inservice Training

Despite the large amount of literature on inservice, most of it has focused on descriptions of individual programs. Drawing general conclusions is thus very difficult; in addition, very little comprehensive research has been conducted in Canada on the regional inservice activities being offered. This section of the review therefore relies on a recent survey of the principal inservice activities in 129 randomly sampled school systems across Canada (Leithwood & Avery, 1986). While the researchers do not label as "traditional" the types of programs they describe, it is clear from their findings that the label fits. It is probably a safe assumption that scores of such "traditional" inservice programs are being offered across North America; the following summary of the results of this Canadian survey will serve to point out strengths and weaknesses in what one might call traditional inservice approaches.

The survey found that principal inservice activities are offered by a large proportion of Canadian school systems. Most of these activities are designed around two concepts widely accepted in the research literature: effective instructional leadership and effective schools. Principals are helped to develop specific skills and knowledge in both areas. Inservice activities are usually of short duration – one or two days at a time, typically a total of a week per year. They deal with a large number of highly specific topics (a total of 365 different topics reported by the 129 school systems); the most common categories are program planning, supervision and evaluation, and the generic topic of leadership. Other topics are in 10 other categories of specific management or human relations skills. The quality of these inservice activities varies, often due to the size and nature of the school systems. Sometimes, however, wide variations in quality exist in school systems which are demographically very similar, probably because of differences in system-wide culture.

There are several shortcomings in the inservice activities for principals presently being offered in Canada. First, they are ad hoc, short-term, unsequenced, and narrowly focused;

while this means that topics of concern to individual schools and school systems can be addressed as needs arise, it also means that long-term development of educational leadership in the widest sense is unlikely to result. As Leithwood and Avery conclude, "changes in knowledge, skill, principals" behavior or school practices and outcomes" appear to require "significant increases in available time" (1986, p. 149).

Second, "the relatively large number of topics introduced in the brief time available for instruction and the nature of many of these topics creates the suspicion that many school systems may not presently have access to sufficiently extensive knowledge about administrative effectiveness" (p. 150). Leithwood and Avery suggest that collaboration between school systems and external agencies might help school systems gain access to a more up-to-date knowledge base for their inservice activities.

A third problem is with the type of instruction: "lectures are the dominant technique used. This violates the consistent suggestion from both the inservice and adult education literature that techniques be used with experienced professionals which actively involve them and allow them to draw extensively on their own experiences" (p. 149).

A final problem is with evaluation: "techniques used for evaluating inservice programs appear to be extremely crude; either only informal evaluation is undertaken or participant questionnaires are used" (p. 149).

Providing long-term, sequenced, and effective inservice programs clearly requires a significant commitment of human and financial resources, as well as a great deal of organization; this would be particularly difficult for small school systems. Leithwood and Avery suggest more cooperation between school systems and other agencies, including universities and ministries of education, as a way of moving towards improvement in this area (1986, p. 151).

New Approaches to Inservice Training

The new approaches to inservice training that are briefly described in this final section are, indeed, mostly the result of collaboration between school systems and other agencies. They represent significant attempts to provide carefully planned, well-conceptualized, long-term programs; many of them do seem to have the capacity to develop in participants enhanced skills in true educational leadership.

What the best of these programs have in common, first of all, is that they make use of principles of adult learning. This idea is stressed repeatedly by several of the authors in

Murphy and Hallinger's 1987 anthology (for example, Barnett; Levine, Barth, & Haskins; Moyle & Andrews; Pitner; Silver). Most traditional inservice training programs do not take into account that adults go through developmental learning stages. As Pitner says, "adults are self-directed, have a reservoir of experiences to draw upon, learn what is necessary to perform their evolving social roles, and are problem-centered in their orientation to learning" (1987, p. 31). Consequently, "A Socratic, inductive style of dialogue is effective in helping [adults] to shape and define the problem so that it is amenable to solving in an organizational context," and further, "self-directed strategies are best – having people observe their own performance, evaluate it, and set their own goals" (p. 32).

With basic principles of adult learning in mind, Pitner (pp. 36-39) suggests that a good inservice staff development program for administrators must do the following:

1. Provide opportunities for administrators to be away from the workplace.
2. Allow administrators to personalize their training.
3. Include opportunities for administrators to reflect on their actions.
4. Build on the experiential base of administrators to foster cumulative learning.
5. Incorporate modeling and skill demonstration in workshops and provide opportunities for administrators to practise skills in the training session and workplace and to receive productive performance-based feedback.
6. Include a component for the training of trainers, especially if administrative peers will be modeling and coaching.
7. Provide staff development for both personal growth and for the development of the organization.
8. Design training that is cumulative ... and recognize variation in administrator competencies.
9. Recognize and allow administrators to act upon their problems. At the same time, balance the need to attend to immediate problems (keeping afloat) with a concern for cognitive development (steering the ship).
10. Evaluate the outcomes of all staff development activities.
11. Recognize that training can serve a variety of legitimate purposes. Set expectations and design activities and allocate resources to match purposes.

A total of 11 exemplary inservice programs, all of which have emerged in the 1980s and which meet most of the above criteria in a variety of ways, are described in detail in Murphy and Hallinger's anthology (1987). A further 7 comprehensive programs are assessed by Pitner (1988) as "state of the art" and described briefly. At the risk of oversimplification, these inservice programs can be categorized into two basic types:

- *Academies, institutes, or centres.* Intensive residential sessions, usually of one to three weeks' duration in the summer, sometimes with extended follow-up activities throughout the school year; sponsored by either universities or non-university agencies. Examples: NASE Academy, Bush Public Schools Executive Fellows Program, and Florida Academy, (Pitner, 1988); Maryland Academy (Sanders, 1987); North Carolina Institute (Grier, 1987); Lewis and Clark Institute (Duke, 1987); Vanderbilt University Institute (Peterson, 1987).
- *School-as-laboratory programs.* Some are peer-networking programs, in which two administrators observe one another in their own work settings as well as meet with a larger group of peers and "experts" in regular group sessions, initially for training and then for feedback and discussion; examples – Peer-Assisted Leadership Program (Barnett, 1987); Project Leadership and Research Based Training Program (Pitner, 1988). Another kind uses the case study method, whereby individual principals reflect on their own practice and mail written case records to a group of experts for feedback; example – APEX Center (Silver, 1987).

Each of these programs has developed unique variations on the two basic themes; it is beyond the scope of this review to provide summaries of each individual program. Only by reading the carefully detailed descriptions provided in the chapters of Murphy and Hallinger's anthology can one fully appreciate the depth and scope of their various commitments to new approaches to administrator training.

It is worth noting that the Murphy and Hallinger anthology (1987) contains no examples of a third type of inservice program – the assessment centre – which Pitner (1988) cites as exemplary in two of her seven examples (the NASSP Assessment Center and the Results-Oriented Management in Education program). In assessment centres, small groups of participants attend two- or three-day sessions to have their administrative strengths and weaknesses assessed in a highly structured way by trained assessors who use observation, interviews, simulations, in-baskets, and the like, and who provide participants with oral and written feedback. Allison (1989) critically assesses the NASSP assessment centre model, paying particular attention to its recent use in Canada, and has several concerns. While an assessment profile of each participant's strengths and weaknesses can help trainees to gain self-awareness, Allison is concerned about the fact that the profile is also forwarded to the trainee's school board, which may use it in an uncritical way to make decisions about selection and promotion. Allison also points out the "highly bureaucratic" nature of the NASSP model: "it is legitimated on the basis of technically rational norms and utilizes highly formalized and centrally regulated processes applied by certificated experts to produce a highly standardized product" (1989, p. 4). He also has reservations about (a) the reliability and validity of NASSP assessment centres; (b) their use of "non-Canadian language, problems, cultural orientations, and assumptions" (p. 5); and (c) their "relevance to the principalship as a generic office" (p. 6). With regard to the latter point, he comments that the standardization of the assessment centre process, often considered by school boards to be a strength, may in fact be a weakness, because "the expectations for principals, and thus the skills and abilities considered most important, will vary from system to system and school to school" (p. 6). From the point of view of their ability to develop educational leaders who have the ability to think in a visionary and independent way, to direct their own learning, and to reflect on their own experiences, environments, and values, assessment centres would likely have to be seen as less than effective. Participants in these centres seem to be more passive than active, being required to accept the assessment of their administrative strengths and weakness by apparently objective experts, rather than being encouraged to develop skills in self-assessment.

Murphy and Hallinger themselves (1987b) conclude their anthology by providing an extremely useful and thoughtful synthesis of the common principles and themes in most, though not all, of the new programs described in their book. Their summary considers four aspects of these programs: their content, processes, underlying principles, and types of focus.

Content. First, the *knowledge base* of these programs has, in general, shifted away from a traditional emphasis on social psychology, management, and the behavioral sciences and toward "an emphasis on findings from the teacher effects literature, effective schools and school improvement research, and descriptions of the principal as instructional leader" (Murphy & Hallinger, 1987b, p. 258). Also, there is more emphasis on having administrators share the practical knowledge they have gained on the job. Second, the *theoretical structure* of these programs relies more heavily on inductive processes than on traditional hypothetico-deductive processes. Participants are urged to reflect on and understand their practices; thus the emphasis is on experiential learning. Also, "opportunities for informal learning are often built into these approaches" (p. 259).

Processes. First, the *structures* of the delivery process are changing, with more cooperation between the field and such agencies as universities, professional associations, and departments of education, and between individual schools and school districts. Along with this cooperative spirit comes "a refreshing willingness to redefine existing delivery systems and to develop new ones" (p. 261). Other structural changes include more emphasis on the school itself as a learning site and on the use of both practitioners and academics as instructors. Second, there is much more *active involvement by learners* in the process of learning, including "involvement in program planning, implementation, and evaluation" (p. 262). Training is most often based on identified needs of learners; in some cases, trainees even participate in policy-making and governing functions. Third, there is more attention to the *professionalization* of administrators through such direct strategies as peer networking, collegial support groups, training in residential settings, and "emphasis on informal learning, attention to the person as well as to course content, and the employment of training strategies that underscore the role of the learner as teacher" (p. 263).

Principles. First, there is a heavy emphasis in these programs on principles of *adult learning*. Second, most of these programs pay careful attention to principles of *effective staff development,* including the following: training content based on participants' needs; peer instruction, coaching, and modeling; provision of a safe and supportive learning environment; and practical translation of knowledge into skills through such strategies as "site-level improvement projects" and ongoing professional development (pp. 264-265). Third, principles of *school improvement and change* are stressed: "the significance of the school as a unit of change that is embedded in the school improvement literature has worked its way into these programs to a much greater extent than in traditional training models," as has the notion that "successful change will often require an integrated, long-term plan" (pp. 265-266). As a result, extrinsic rewards such as "degrees, certification, and increased earning power" are underplayed in favor of intrinsic rewards such as "self-renewal, validation of self and role, empowerment for change, and providing meaning to work" (p. 265). Fourth, principles of *quality instruction* are commonly adhered to in these programs – namely, action-oriented training strategies; a greater awareness of the stages of effective instruction; and a wide variety of learning approaches including "role playing, simulations, shadowing, writing exercises, and reflective thinking" (p. 266).

Focus. First, many of these programs tend to place a greater focus on the *internal* organization, that is, on issues related to technical core operations of the school and on educational issues per se. Second, there is more of a focus on "*empowerment* for change than on accumulation of knowledge" (p. 267). Factors which promote this focus include an emphasis on on-the-job experiences, a view of leadership as "a series of small activities guided by a central mission rather than as a handful of especially significant decisions," an attempt to cultivate a "reflective temper" in practitioners, and an emphasis on interpersonal contacts or professional socialization and mutual work arrangements (pp. 267-268). Third, there is an emphasis on long-term *implementation* of the skills developed through these new training approaches: "substantial attention is paid to developing the connections among knowledge, skill development, and skill use" and on encouraging participants to "devise solutions tailored to local conditions" (p. 268).

Murphy and Hallinger's excellent summary and analysis of emerging trends in administrator training programs does not focus only on their substantial strengths; they also caution that such approaches may have a few problems. These include (a) the "possible loss of lessons gained from the Theory Movement," (b) the "potential overemphasis on process at the expense of content," and (c) the "potential to rely too heavily on experiential learning and to codify current practice as 'appropriate and good'" (p. 269). With regard to the latter, they caution that "uncritical sharing is not a substitute for expert knowledge" and that "direct personal experience can be quite compelling even when it is quite misleading" (p. 270). Other potential problems are (d) "possible glorification of the individual," (e) "lack of assessment of program effects," (f) "possible overemphasis on curriculum and instruction," that is, technical core issues, and (g) "potential problems with proliferation of programs" (pp. 271-272).

In summary, those who are charged with designing new and effective inservice programs for educational leaders have many complex issues and many positive strategies to consider. Given that the significant role of the principal and other educational leaders in achieving real improvement in schools and school districts has been reaffirmed, however, it seems clear that the commitment to providing improved, comprehensive inservice training for educational leaders should be made by school systems and outside agencies working in collaboration.

Conclusion

Within the last decade, a critical appraisal and re-evaluation of theory and practice in educational administration have led, among other things, to a new conception of educational leadership. A definition of educational leadership based on the best in current and traditional thinking in the field of educational administration implies that the ways in which educational leaders are trained, both in preservice graduate university programs and in ongoing inservice training programs, must also be re-evaluated. If true educational leaders are to emerge in the 1990s, their skills and knowledge must be developed and sustained according to principles which combine the best in innovative educational and training practices at the preservice and inservice levels with the best that traditional practices have to offer.

CHAPTER 3

SURVEY FINDINGS

In order to assess the current state of educational leadership programs in Alberta, a one-page questionnaire was sent to every superintendent in Alberta. They were asked a number of questions: what kinds of educational programs were provided in Alberta, what agency or agencies provided such programs, what agencies should provide such programs and what courses or programs are necessary but are not yet being provided.

Two forms were attached to the questionnaire, a *Program Inventory* form and a *Course Inventory* form. If superintendents indicated that their jurisdiction developed, delivered, or utilized educational leadership programs or courses, they were asked to complete one or both of these forms as applicable. Copies of the letter, questionnaires, the *Program Inventory*, and *Course Inventory* forms are attached as Appendix A.

The Sample

At the time of the survey, the research team identified 145 active public and separate school jurisdictions in Alberta. Some individuals served as the superintendent of more than one jurisdiction. In order to alleviate the problems which might occur if a superintendent received a number of identical requests, only a single questionnaire[1] was mailed to each person. This resulted in 116 individual superintendents being identified. The first mailing of questionnaires took place in November 1989; 97 responses being received. A follow-up was sent in February 1990 to all non-respondents from which 13 additional responses were received. This provided an overall response rate of 110/116 or 96%.

Questionnaire Results

Not only was there a high numerical response rate to the questionnaire, the written comments and information provided were of high quality. Almost all jurisdictions provided the name and position of the person in their jurisdiction who could be contacted for information on educational leadership needs and/or programs. Only four jurisdictions refused to allow information they had provided on courses or programs to be identified with their jurisdictions. (Interestingly, three of these four jurisdictions provided neither course nor program information, so their answer may not have been intended to indicate that they did not wish information to be circulated, rather that they had provided no information to be circulated.) The accompanying letters and unsolicited comments indicated that a great deal of care had gone into the responses and that the respondents perceived the creation of a baseline of data to be a worthwhile endeavor.

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[1] A few superintendents were sent more than one questionnaire in error. Only one response from each was counted in the response rate.

Appendix B contains a tabulation of the responses to the individual questions on the questionnaire. A discussion of each question area follows.

Current Provision of Educational Leadership Programs or Courses in Alberta

The first set of questions asked whether the jurisdiction provided its own educational leadership programs or courses, whether it had a *formal agreement* with external organizations to provide such programs or whether it simply relied upon other organizations to provide these courses. Further, if the answer was yes to any of these questions, the superintendent was asked to provide the name of the organization providing the course or program and to complete the appropriate *Program Inventory* and/or *Course Inventory* forms.

Respondents indicated that 25 jurisdictions **provided their own** educational leadership programs or courses. 22 of these provided descriptions of the courses or programs they were delivering. Eight jurisdictions indicated that they had a **formal** agreement with another agency to provide educational leadership programs or courses, while 76 jurisdictions indicated that they **relied** upon other organizations to provide educational leadership programs or courses. Appendix B shows which agencies were identified as providing these programs or courses.

Conventional wisdom would be that larger jurisdictions have the ability to, and do offer more courses and programs for their staff, while smaller jurisdictions might have an agreement with or rely upon another agency to offer courses. Figure 2 shows a graph of the total number of students enrolled in each of the school jurisdictions in Alberta at the end of the year before the survey was completed. As can be seen, the graph forms almost a perfect hyperbola. Examination of this graph led to an arbitrary decision to define large jurisdictions as those with a total enrollment of more than 12,000 students, medium jurisdictions as those with an enrollment between 3,000 and 12,000 students and small jurisdictions as those with an enrollment of less than 3,000 students. Also as expected, the four large jurisdictions are the public and separate boards in Edmonton and Calgary, the

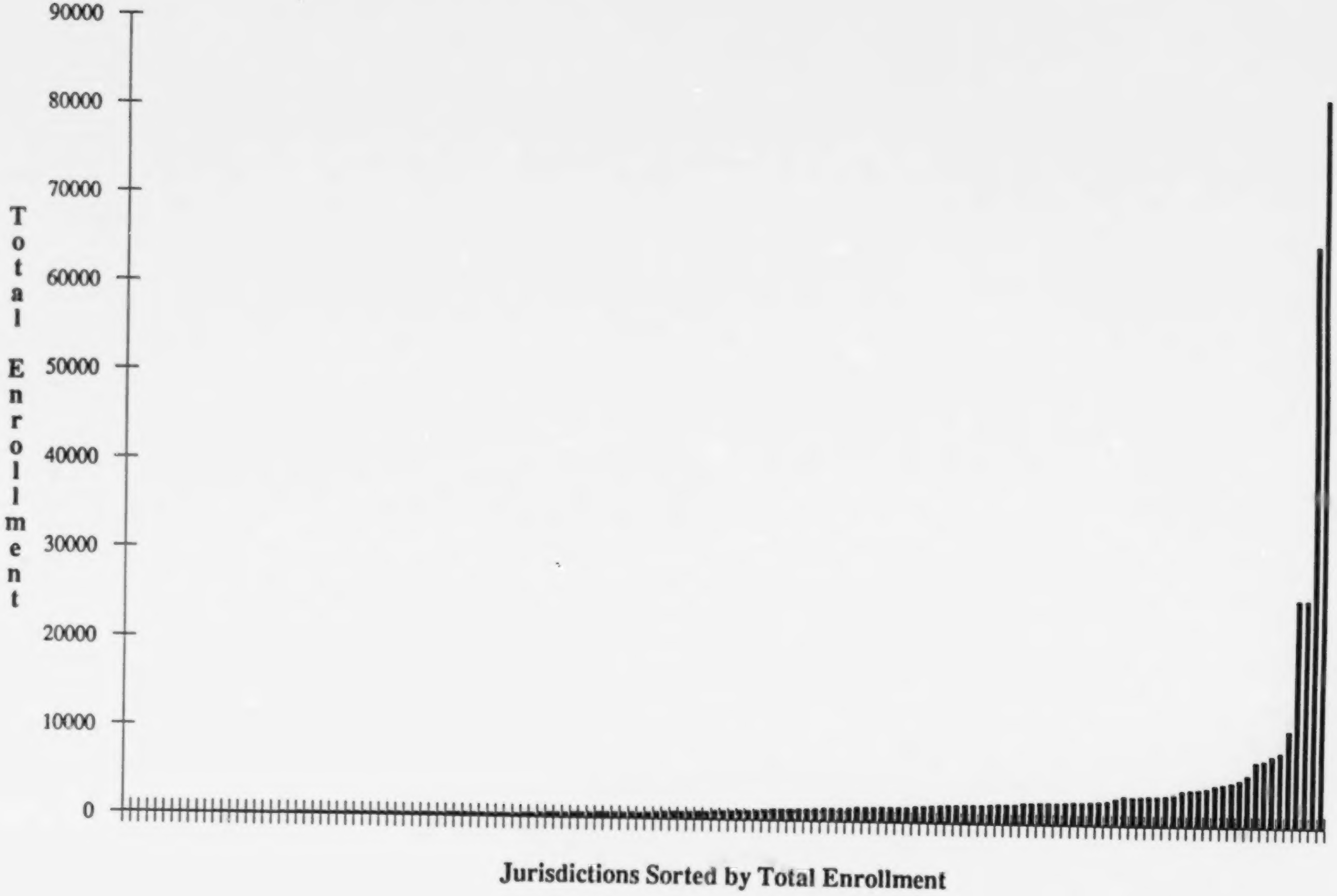

Figure 2: Total Enrollment of School Jurisdictions in Alberta

medium jurisdictions are primarily public districts in cities or counties surrounding the larger cities, while the small boards are primarily rural.

Table 1 shows the total number of jurisdictions which fall in each category, including the number that **offered their own** educational leadership programs or courses, had a **formal** agreement with another agency to provide educational leadership programs or courses, or **relied** upon other organizations to provide educational leadership programs or courses. It should be noted that the latter three columns in Table 1 are completely independent, since jurisdictions might contract or rely upon other agencies as well as offer their own programs or courses.

Table 1

Who Offers Educational Leadership Programs and Courses in Alberta?

Jurisdiction Size	Number of Jurisdictions	Number of Replies	Offer Own	Formal Contract With Others	Rely on Others
Large **Students > 12,000**	4	3	3	1	0
Medium **3,000 ≤ Students ≤ 12,000**	22	22	12	2	16
Small **Students < 3,000**	119	85	10	5	60
Total	145	110	25	8	76

An examination of Table 1 reveals that indeed all the large jurisdictions and more than 50% of the medium sized jurisdictions have developed their own courses or programs, while more than 70% of the medium size and the small jurisdictions rely upon other agencies to offer educational leadership courses and programs.

Those jurisdictions which indicated that they provided their own leadership programs and courses are given in Table 2, while Table 3 lists the external organizations with which jurisdictions have a formal agreement to offer leadership programs and courses and the frequency with which each organization was identified. Table 4 lists the external organizations identified by jurisdictions as being those they rely upon to offer leadership programs and courses. In all these tables, while some summarization of similar responses has been undertaken, some "logical" summarization (e.g., the combination of the Alberta Academy and the Alberta School Trustees' Association) has not.

Table 2

Jurisdictions Which Offer Their Own Educational Leadership Programs and Courses

Acadia School Division #8
Calgary School District #19
Camrose School District #1315
County of Lacombe #14
County of Leduc #25
County of Mountain View #17
County of Parkland #31
County of Ponoka #3
County of Strathcona #20
Cypress School Division #4
Edmonton Roman Catholic Separate School District #7
Edmonton School District #7
Foothills School Division #38
Lakeland Roman Catholic Separate School District #150
Lakeland School District #5460
Leduc Roman Catholic Separate School District #132
North Peace Roman Catholic Separate School District #43
Red Deer School District #104
Rocky Mountain House Roman Catholic Separate School District #131
St. Albert Protestant Separate School District #6
St. Albert School District #3
St. Paul School District #2228
Sturgeon School Division #24
Twin Rivers School Division #65
Yellowhead School Division #12

Table 3

Agencies With Which Formal Contracts for the Provision of Educational Leadership Programs and Courses Exist

Agency	# of Times Identified
Athabasca University	2
Edmonton Public School Board	1
Medicine Hat School District #76	1
North Central Catholic School Districts	1
Institute for Intelligent Behavior	1
University of Oregon	1
University of Saskatchewan	1
Total	**8**

Appendices C and D contain brief descriptions of the courses or programs which were identified by jurisdictions. Where one respondent may describe something as a "course" another may describe it as a "program" hence it may show in both appendices. A few "one time only" workshops or meeting have been removed for brevity's sake.

Table 4
Agencies Which Provide Educational Leadership Programs and Courses

Agency	# of Times Identified
Alberta Academy	10
Alberta Educational Leadership Consortium	3
Alberta Catholic School Trustees' Association	3
Alberta Education	6
Alberta School Trustees' Association	18
Alberta Teachers' Association	10
Athabasca University	5
Calgary Board of Education	1
Conference of Alberta School Superintendents	6
Council on School Administration	18
Lakeland College	2
Medicine Hat School District	2
Private Consultants	1
Other School Jurisdictions	2
St. Joseph's College	1
Newman College	1
Gonzaga University	2
University of Alberta	13
University of Oregon	2
University of Regina	1
University of Saskatchewan	1
University of Victoria	1
University of Lethbridge	2
External Universities	1
Universities in General	8
Other	19
Total	**139**

What organization(s) do you believe should be responsible for providing educational leadership programs or courses in Alberta?

By far the most common response to this question was that Universities should be responsible for providing educational leadership courses or programs (69 jurisdictions, in total, either identified specific universities or universities in general). Two of the three large jurisdictions, 16 of the 22 medium jurisdictions and 51 of the 85 small jurisdictions indicated that universities should be responsible for the provision of these programs.

Professional associations [e.g., The Alberta Teachers' Association (ATA), The Conference of Alberta School Superintendents (CASS), The Alberta School Trustees' Association (ASTA) & The Association of School Business Officials of Alberta (ASBOA)] as well as Alberta Education and school jurisdictions themselves were also identified relatively frequently as having responsibilities in this area. Table 5 gives the frequencies with which agencies were identified by the respondents. Once again, respondents were encouraged to give more than one response to this question, so the frequencies will sum to more than the number of respondents.

Table 5

What Agencies Should Provide Educational Leadership Programs and Courses?

Agency	# of Times Identified
Alberta Academy	2
Alberta Catholic School Trustees' Association	4
Alberta Education	22
Association of School Business Officials of Alberta	2
Alberta School Trustees' Association	28
Alberta Teachers' Association	33
Conference of Alberta School Superintendents	37
Colleges	2
Alberta Educational Leadership Consortium	19
Council on School Administration	22
Newman College	1
Other	14
Private Consultants	3
School Jurisdictions	18
Universities	58
Athabasca University	2
University of Alberta	11
University of Calgary	2
University of Lethbridge	1
Other	13
Total	**280**

Do you feel that the educational leadership needs of personnel in your jurisdiction are being adequately served under your current situation?

Respondents were split equally on the response to this question, with 48% responding that the educational leadership needs of personnel in their jurisdiction were being adequately served and 49% responding that they were not. An interesting question which derives is: Are jurisdictions that either contract for, or provide their own educational leadership programs more pleased with these courses than those which rely exclusively upon other agencies to provide these programs? There were 27 jurisdictions which either contract for educational leadership programs or provide their own. Of these, 12 (44%) said that the educational leadership needs of personnel in their jurisdiction were being adequately served. Of the 61 jurisdictions which rely exclusively on other agencies for these courses, 31 (51%) stated that that the educational leadership needs of personnel in their jurisdiction are being adequately served. This leads to an interesting question: Why is the proportion of jurisdictions which indicated that their staff were being adequately served higher among those which relied upon other agencies to provide educational leadership programs and courses than it is among jurisdictions which either provided their own programs or contracted for programs?

Respondents were then asked to identify how the educational leadership needs of personnel in their jurisdiction could be better served. Table 6 gives a summary of their responses to this question. Generally, those who felt that the educational leadership needs could be improved identified areas such as more practical courses, flexibility with regard to entrance requirements and residency requirements on the part of universities, the provision of courses in the local jurisdiction, and the use of distance education. A few respondents proposed that a formal structure be established so that all workshop-type courses, the Alberta Academy, etc. could receive university course credit.

What particular educational leadership programs or courses not currently available in Alberta do you feel need to be offered?

Table 7 lists the different programs which respondents identified as being required and not currently available in Alberta. Because the range of responses was great, it was almost impossible to combine responses. A number of specific programs or courses were identified (e.g., principal leadership, conflict management, marketing schools, and personal development). On the other hand, general suggestions were offered such as "more accessible," "more flexible," more relevant," and "more like Gonzaga." One interesting suggestion was that "Alberta Education should support their new initiatives with inservice programs (e.g., program continuity)."

Table 6

Ways of Improving Educational Leadership Courses and Programs

Improvement	Frequency
Catholic education	1
Coaching	2
Lower costs	2
CSA more active	1
Distance education	3
Flexible residency	1
Formalize all courses for course equivalents	1
Greater range of courses	1
In house program needed	1
Make more courses available	1
Make more time available	1
More financial support	3
More flexible	4
More help	1
More preservice needed	1
Need administrative certificate	1
Offer courses locally	8
Practical courses	7
Theory courses	2
Jurisdiction too small to offer own courses	1
University programs rarely relevant	1
Other	6
Total	**50**

Database

A computerized database consisting of the information received on the surveys was created using the Stanford **P**ublic **I**nformation **Re**trieval **S**ystem (SPIRES) which is supported on the University of Alberta's academic computing system. SPIRES was chosen as the vehicle for developing the database because of its ease of use, power, accessibility and the ability to port the results easily to any other database management system in the future. Further, a SPIRES database of active schools and active jurisdictions in Alberta, including their superintendents, principals, addresses, and enrollments has been developed which relies on information provided by Alberta Education (Montgomerie, 1989). Linking the database developed for this study with the existing database allows the automated generation of individualized letters and the linkage of questionnaire responses to existing statistical data, such as student enrollment in each jurisdiction.

Table 7

What Educational Leadership Programs and Courses Need To Be Offered?

Program	Frequency
Administrator certification	1
Assessment center	2
Budgeting	1
Catholic	4
Coaching	2
Conflict management	1
Current classroom teaching approaches	1
Current practice	1
Discipline	1
Educational leadership	1
Evaluation	2
Futures	1
Goal setting	1
Inservice for Alberta Education new initiatives	1
Instructional improvement	1
Leadership	3
Leadership trends	1
Marketing schools	2
More accessible	1
More flexible	4
More like Gonzaga	1
More relevant	1
None	1
Personal development	1
Planning	1
Practical courses	5
Principal leadership	4
Program evaluation	1
Public relations	2
Review delivery techniques	1
School administration certificate	1
Site based management	1
Situational leadership	1
Strategic planning	1
Stress management	1
Superintendent leadership	2
Supervision	2
Teacher evaluation	1
Thinking skills	1
Time management	1
Timetabling	1
Trustee leadership	1
Other	2
Total	**66**

Three separate files were established in the database:

Institutions	- a file of institutions responding to the questionnaire,
Programs	- a file of different programs of study in educational leadership which were identified by one or more respondent institutions, and
Courses	- a file of "stand-alone courses" in educational leadership which were identified by one or more respondent institutions.

In a number of cases the same program (e.g., the Alberta Academy) was identified a number of times in the responses from different institutions. When duplicates were removed, descriptions of 42 different programs of study and 15 different courses were provided by respondents. Appendix C contains summary information for each of the identified programs of study, while Appendix D contains summary information for each of the identified courses. Where possible, documentary descriptions of programs identified by respondents have been used. Data in the two appendices has been summarized. Complete information on each program is provided in the computerized database.

CHAPTER 4

INTERVIEW FINDINGS

The Sample

Interviews were conducted with individuals identified as the key actors in the various agencies considered to be major stakeholders in the provision of educational leadership programs in the Province. The sample was thus purposive in nature. Respondents included the Deans of Education at the Universities of Alberta and Lethbridge; the Head of the Department of Educational Policy and Administrative Studies at the University of Calgary; the Deputy Minister (Alberta Education); the Executive Directors of the Alberta Teachers' Association, the Alberta School Trustees' Association, and the Alberta Catholic School Trustees' Association and the President of CASS. Interviews were conducted in person and by telephone as situations permitted.

While the interviews were guided by a prepared interview schedule (see Appendix E), respondents were encouraged to explore freely and elaborate upon their particular concerns related to any area associated with the development of educational leadership in Alberta. The data were analyzed, interpreted, and synthesized by the study team, and emergent themes were identified. The findings, coupled with those gleaned from the questionnaire study and the literature review, provided the structure for subsequent identification of issues and implications associated with educational leadership in the Province.

Thematically, the interview data sorted into three rather broad sectors: the current status of educational leadership in Alberta; the nature of continuing and emergent problems in the development and provision of such leadership; and the adequacy of present programs designed to develop educational leaders. Accordingly, the interview findings are reported here under these general headings.

The Current Status of Educational Leadership in Alberta

While each of the respondents expressed important concerns related to present educational leadership in the Province, most tended also to indicate a hopeful optimism with respect to at least two factors. First, those in designated leadership positions at present are perceived as managing to provide reasonably good performance in the schools and systems in the Province. While their efforts are frequently fragmented and often insular, the various stakeholder agencies are at least struggling to find answers to the important questions concerning leadership. Second, all applauded the concept of the Alberta Consortium as the most likely vehicle to address effectively the rapidly emerging problems in the continued development of educational leaders. As one respondent noted "surely, leadership resides in our collectivity."

The less hopeful view, expressed by a number of those interviewed, was that while the Consortium approach is encouraging, the "staying power" of the key actors in such ventures is often attenuated eventually by several unfortunate factors. First, (a factor alluded to by all the respondents) the present educational scene in Alberta is characterized by an apparent determination of each of the stakeholder groups to "protect their turf." The result is that boundary spanning by key individuals is frequently observed only *at the initiation* of joint approaches to leadership development. The passage of time, the lack of funding, the hesitancy to engage in risk-taking, and a general reluctance to allow others to influence or help shape a particular "vision" of leadership, however, leads to a return to the "safe" confines of the home organization.

Each of the respondents, in some form, expressed concern at the dearth of interagency "visioning," and at the paucity of educational "statesmen" who could facilitate such interaction. While the terminology differed from respondent to respondent, most lamented the perceived absence from the Alberta scene of what one termed "a visionary expansiveness of thought and an openness to change." Most, as well, suggested that the tendency to view educational leadership as residing in key administrative positions is unfortunate. The conventional wisdom in Alberta, they suggest, is that the principalship should be the focus of the majority of leadership development activities. Accordingly, the proliferation (and occasional duplication) of activities geared to the leadership development of school-based administrators, and the absence of similar efforts by other than particular stakeholder groups to meet the leadership needs of teachers and superintendents, for instance, characterizes the provincial leadership activity at present.

The focus on the principalship, to a number of the respondents, has been coupled with an emerging interest in the *practice* of school-based administration often to the exclusion of theory. Most of the respondents saw this re-focussing of interest as indicative of the distancing of the universities from the field. Terms such as "creeping anti-intellectualism," "insular faculties," and "unsatisfactory reinforcement contingencies in the universities" were employed to describe what some respondents perceived to be the fallout from the widening gap between academics and practitioners. At the same time most recognized that some important collaborative initiatives are taking place, but are critical of the absence of any systematic mechanisms to "get us all together."

In summary, the interview findings characterize the current status of educational leadership in the Province as safe, fragmented, reactive, practice-oriented, predictable, lacking in vision, but relatively effective in terms of educational outcomes in schools and school systems. Emerging problems, however, are seen as real and threatening and must be addressed. The emergent problems perceived by the respondents are reported below.

Current and Emergent Problems

The interview respondents, while identifying numerous perceived emergent problems in the effective development of educational leadership, were unanimous in the identification of several critical problem areas. They perceive that the first of these was the inability of the vested interest groups to engage in any form of consistent, systematic, united effort to deal with development and/or maintenance of leadership. Most attribute this factor to the continuation of distrust between agencies, to their inability to agree as to the nature of leadership, and, indeed, the most appropriate focus for development efforts. The most critical problem, in the majority view, appears to be the absence of enough (or any) risk-taking visionary educational "statesmen" willing to cross organizational boundaries to share, sell, and hone an appropriate, universally acceptable vision of leadership.

In the view of most respondents the *structure* of the educational enterprise in the Province militates against the development of the kind of educational leader needed to bridge the gaps between the various agencies involved. The rewards for such risk-taking in an increasingly politicized system (particularly with the superintendency) are simply not present. Education is, in the view of the majority of the respondents, not being acknowledged as a critical societal function in present-day Alberta. As well, the consensus which characterized past generations of educational stakeholders as to leadership needs is no longer obvious. This lack of consensus among educational leaders today as to the nature and necessary focus of leadership development initiatives is compounded by the inability of insular stakeholder organizations to attract the attention needed to further the disparate visions they do hold.

Most respondents commented on the "greying" of the effective leadership in education, noting that the aging of the present group of educational leaders has been coupled with a noticeable lack of opportunity for newer, younger leaders who might be expected to take over. For those who do achieve leadership positions, the fear is that the recognition that risk-taking and innovation are not rewarded will lead to the maintenance of the "safe" approach to leadership and thus stifle important, needed change. Similar concerns were voiced respecting the minimal opportunity for women and ethnic minorities to achieve significant leadership roles. The observation was made by more than a few of the respondents that education already has a difficult enough time attracting effective leaders and the problem will soon be compounded by the very real necessity to redress the imbalance in opportunity.

Additional leadership-related problems identified by the interviewees were wide ranging. Concern was expressed about the tendency of educators to appear to devote most of their efforts to criticism and complaints and to avoid noting successes. Other comments related to the difficulty encountered by educational leaders in assessing the appropriateness of the plethora of good ideas that are generated. Most respondents noted that many good ideas are indeed advanced and action plans created, but the implementation of the specifics of those action plans does not usually occur. To some respondents, the "forum" approach to educational problem solving is particularly vulnerable to such failure. It was not unusual for respondents to comment on the extent to which "lip service" is paid to particular ideas but no resources, human or otherwise, are committed to the implementation of those ideas..

The provision of effective leadership programs was also perceived to be a current and potential problem of considerable concern to all of those interviewed. Interview questions concerning perceptions of the adequacy of preparation programs for educational leaders generated wide-ranging discussion. Respondents identified the insufficiency of effective programs as a major problem, one which will gain increasing importance quickly. Accordingly, program-related concerns constitute the third theme to emerge from the data analysis.

The Adequacy of Current Preparation Programs

The views of the respondents concerning the adequacy of preparation programs for educational leaders tended to reflect what they themselves identified as a critical problem for educational leadership. That is, while the respondents were in general agreement concerning the inadequacy of current programs, they were like-wise at some variance with respect to what they perceived as the needs for those programs. Said another way, the respondents all pointed to the lack of consensus (and/or trust) among stakeholder groups as a major obstacle in mounting effective leadership development forces, yet tended to exhibit that same inability to achieve consensus when it came to suggesting the specifics for program initiatives. As they noted themselves, there is little agreement as to what is needed and who should do it.

The one consistent area of agreement was that dealing with the preferred outcome of leadership programs: the preparation of imaginative, visionary, risk-taking collaborative statesman-like leaders. Comments with respect to adequacy of programs ranged from the flat statement that there are no programs to the observation that there are relatively good, although very disparate, programs in place (at both university and field sites) geared to the development of school-based leadership. These could be much better were the focus on theory and practice more balanced and if the notion that leadership resides only in administrative positions expanded. In connection with the latter, many of the respondents noted the increasing number of classroom teachers aspiring to leadership roles in education, not necessarily in administrative functions. Many, it was noted several times, seem prepared to invest considerable financial resources in the acquisition of graduate degrees - often from out of province institutions.

The development of additional Consortium-directed interactions was advocated by a number of the respondents, while others warned of the danger of overkill in the proliferation of conferences and forum-like activities. Similar warnings were voiced concerning "one-shot" efforts with no follow-up. A number of respondents stated that the consortium approach could be employed effectively to provide for intensive one or two-week "Academy-like" activities for superintendents whose role appears to be changing most rapidly. The idea was advanced in several instances that the superintendency might well be the best locus for the development of boundary-spanning visionary leadership preparation efforts. Other respondents recommended an approach which would look beyond the boundaries of the educational enterprise to seek direction for leadership development. Business, medical, and scientific leadership programs were advocated most often as useful models and some even stated that education may well have been following the wrong model in recent times.

The role of the universities was a concern addressed by all the respondents. The general consensus here was that programs in place are generally inappropriate, largely inaccessible, too long and not geared to the real needs of the field. While some efforts were lauded, it was a common view that faculties are generally remiss in not encouraging, and, more importantly, not rewarding those who attend to the field and the community.

The melding of theory and practice in extant programs is not seen as a priority in the Universities. As a result, a significant increase in practice-oriented non-university initiatives appears imminent as jurisdictions "go it alone." Other respondents were critical of the universities for failing to have an impact on emerging problems and issues in education generally. Issues identified in this arena were those related to language rights issues, ethnic concerns, finance, constitutional concerns and so forth. Universities should be addressing the leadership needs of other educational stakeholder groups in addition to school-based administrators according to the respondents.

Accessibility of programs was noted as often as was relevance as a programmatic concern. Alberta's large geographical area, relatively sparsely populated, makes access to metropolitan leadership programs difficult if not impossible for many potential educational leaders. More creative ways to provide graduate work than the traditional modes are required, particularly such approaches as recognize that not all potential educational leaders are in a position to meet current residency requirements for graduate work in Alberta universities. It was also acknowledged that considerable improvement has occurred with respect to this concern in recent years.

The provision of appropriate leadership programs, courses, and professional development initiatives is inadequate at present according to the interview findings. The significant area of agreement among the respondents in connection with this concern is that the outcome of such activity should be the preparation of leaders who will exhibit vision, risk taking, innovativeness, and competence. The respondents pointed to the difficulty of assessing the relative importance of theory and practice as the underpinning of such endeavours, but recognized generally that preparation activities that meld academic challenge and field experience are probably most appropriate. There was considerable agreement that such leadership development efforts must be directed more creatively to enhance accessibility to a wider range of educators. Most important, in the view all respondents, is the necessity to undertake a collaborative approach in the development of the specifics of such undertakings.

Summary

The nature of the questions posed in the interview schedule, coupled with the tendency of the respondents to engage in serious and articulate exploration of ideas provided a data base that sorted rather neatly into three general themes. While the three themes are not seen as mutually exclusive, they do tend to subsume the majority of the comments.

Thematically the findings have been reported as concerns related to 1) the status of educational leadership in the Province; 2) current and emergent problems associated with the development of such leadership; and 3) the adequacy of leadership programs. The interview findings, stemming as they do from the thoughts of acknowledged key educational leaders, have been valuable in helping to shape the nature of the discussion which ensues and which focuses on the identification of those issues relevant to the research purposes.

CHAPTER 5

ISSUES

Introduction

For the purposes of this study it was considered appropriate to use a broad definition of the term "*issue*" as comprising those conditions and concerns which were identified in the survey and interview data as pertaining to or having an impact on educational leadership in Alberta. Inevitably there will be overlap between the particular issues which have been identified and it may well be that readers of the report will choose to break some of the issues which have been identified into further sub-issues. The genesis of each of the identified issues is to be found in the data obtained in the survey or in the interviews or both. The issues are not necessarily presented in order of their importance but rather an attempt has been made to present more general issues first and deal with more particular ones later.

As has been mentioned, the issues arise from the data collected in the study and do not necessarily reflect the views of the study team members. Where possible the precise wording of respondents is used although the use of quotation marks is kept to a minimum so as to not impede the flow of the narrative. Furthermore, no weighting is given to particular viewpoints or statements obtained in the survey or in the interviews. In that the interviews were quite free-flowing, respondents frequently moved away from the particular question they were dealing with while continuing to address the general topic of leadership in education. Consequently, the study team members felt it would be inappropriate to employ frequencies to attribute a weight to a particular view on specific matters. Furthermore, such a functionalist approach to the interviews would be quite inappropriate in that the most incisive and valuable comments might have been provided by a single respondent as opposed to the more common place, mundane insight of which everyone is aware. In this chapter the study team will not attempt to assess the value of particular views presented in the interviews or comments provided in the surveys. It was felt that those on whose behalf the study was conducted and those responsible for leadership in education in this province should have the opportunity to evaluate these findings and issues for themselves prior to being exposed to the particular views of the researchers. The research team members provide their comments relating to the issues in Chapter 6.

Issue #1: The Nature of Educational Leadership in Alberta

Those interviewed for this study were almost unequivocal in their description of leadership in education in Alberta as "safe" and "lacking in vision or creativity." The picture painted was flat and uninspiring with frequent references to the fact that there is a lack of "risk-taking" among the educational leaders in our province. Indeed it was mentioned that this description is not just applicable to education but to society as a whole. Many respondents pointed out that a "true leader" cannot merely ask people what they want and provide this to them; the "real leader" must have a vision and must be able to explain this vision in such a manner that sufficient public support will develop to allow for the translation of the vision into practice. It was pointed out by a number of respondents that this "statesmanship," this capacity to convince others to participate in the endeavor was lacking in today's leadership in education in Alberta.

Educational leadership in this province was also characterized as "anti-intellectual," unwilling and incapable of change and concerned with "protecting its own territory." Clearly the picture is one of a number of isolated individuals or individual agencies, operating independently of one another and each with its own particular jurisdiction which is assiduously protected. The criticisms were made that there is "no systematic educational leadership" in this province, and that there is an unwillingness to share visions or to listen to one another in any real sense. The "forum" approach, described as currently in vogue with Alberta Education, was provided as an example of where a lot of talking is done, but nobody listens to or hears what anybody else has to say and, in the long run, no change transpires. The inappropriate concentration on the "political" dimension of leadership was seen as a possible reason for the lack of vision and creativity and willingness to risk or to change. This over emphasis on the political dimension was also seen as a reason for what was described as the "blatant and dangerous anti-intellectualism" perceived to be prevalent in leadership in education in Alberta today. Those in leadership positions are seen by some of those interviewed as intensely involved in dealing with "immediate needs" and coping with current brush-fires and they are unable or unwilling to consider a rational, intellectual approach to providing long-term planning and leadership. This scenario is reinforced by the data from the survey and the types of courses which were specifically requested.

It was also pointed out that the universities are not providing the leadership in education which might be expected and that they are quite good at "producing large numbers of critics but very few problem solvers."

It is difficult to reconcile this bland, rather taupe picture of leadership in education in Alberta with the fact that generally, the respondents didn't feel that there was any major, current crisis, or that education in this province was in a very poor condition. What was mentioned by a substantial number of respondents however, was the fact that the current state of well-being of education in Alberta may be in spite of, rather than because of, the leadership provided by those in leadership positions. This concern was expressed strongly and consistently and is clearly an issue which the educational community must address.

In attempting to paint a picture of leadership in education in Alberta today there are a number of other points which were provided to the researchers which are worth considering. One of these is what was referred to as the "greying of leadership" in education in this province. It was pointed out that there is a dearth of younger people involved in leadership positions in most schools and jurisdictions. This, it was suggested, can have an effect in two different ways. In the first scenario, the younger more enterprising individual may see no future in this profession and leaves and thus a potential leader is lost to education. In the second scenario the younger enterprising individual comes to realize that success and a senior position in education are more likely to be obtained if one plays it safe, does not rock the boat or give the impression of being too different from others. In both cases the scene which was painted was somewhat bleak and the end result much the same: there is a serious danger that education in Alberta will be faced with a shortage of appropriate people for the many leadership positions which will inevitably become vacant in the next decade. In this context it was also pointed out that there is an inappropriately small number of women in leadership positions in this province today and many respondents believe that and nothing is being done by the educational leaders in Alberta to make sure that this inequity is rectified in the future. Similarly respondents noted that other minorities are notably under-represented in leadership in education. There is an absence of ethnic representation on school boards and there are very few school drop-outs in leadership positions . While this conundrum may defy resolution, it poses problems in terms of the ability of leaders in education to address problems and issues relating to these groups.

Respondents to the interviews suggested a number of points which they felt might be of assistance in the development of appropriate educational leadership for Alberta.

There is a need to create within society an awareness of "the importance of the educational endeavor," an acknowledgement of education as a major and indispensable priority. It was pointed out that while we currently pay lip service to this commitment, in practice we give more prestige to other portfolios in government, reward other professions more than we do education and frequently spend a lot of time washing our dirty linen in public. Providing education with a more attractive and more valuable public image was proposed as one means of attracting people with vision and the willingness to take risks to the educational enterprise.

The single most frequently raised point in the interviews was the need for "meaningful collaboration" between the various agencies involved in education. It was suggested that such collaboration would address many of the shortcomings which were identified and while it is being presented in the context of this issue, it clearly has implications for the other issues also. Collaboration, in any meaningful sense, we were reminded by respondents, cannot take place when individuals are predominantly interested in protecting and guarding their own territorial interests. Collaboration would allow the various groups in education to interact profitably with one another to develop shared understandings of the problems they face and the modes of operation which they use. It was pointed out that trustees talk to trustees and teachers talk to teachers and university people talk to university people but they rarely talk "collaboratively" to one another.

Collaboration could also be the vehicle to address another concern expressed in a response to the surveys: the establishment of a formal structure whereby participants in workshops, in-service courses, the Alberta Academy, etc. could receive university course credit.

The survey data also point to another issue element relating to the nature of educational leadership. The summary data reported in Tables 6 and 7 indicate that the respondents identify an extremely wide range of elements under the umbrella of educational leadership.

It is likely that the views expressed in the preceding paragraphs will not reflect the perceptions of all readers of this report. The fact is that each element of this picture is a perception, shared by one or more of those interviewed for this study, of the way things are in educational leadership in Alberta today. As such the view identifies a contingency which may need to be addressed. It may be that the problem to be rectified is a substantive one in which case the solution is to correct the problem as it has been presented, or it may be that the problem to be addressed is a perceptual one, in which case the solution becomes one of changing the views of those who hold the inaccurate or distorted perception. In either case it is evident that the issue of the perception which people have regarding educational leadership in Alberta today needs to be addressed.

Issue #2: Lack of Consensus

The theme underlying this issue is most appropriately captured in the admonition, provided in one of the interviews, that we need to spend serious time "trying to understand what the educational endeavor should be all about." In other words, there is an unlimited number of good ideas but somewhere a line must be drawn. It was pointed out that there seems to be no end to the number of worthwhile activities with which educators can be asked to get involved but there is little clear direction as to which ones they should choose to become involved with. The question was asked by one of those interviewed: "what is it that the formal educational enterprise can be appropriately asked to do?" There appears to have been no concerted effort spent on determining what is needed for education or on who should make this effort.

The lack of consensus in the various areas relating to education allows the leaders in the various leadership positions to all go in different directions and there appears to be no systematic way in which they can be brought together. This allows for the development of a system which is characterized by "parochialism and insularity" in which the Universities, the Associations and the Department of Education can all function independently of one another to the overall detriment of education throughout the province.

Concern was also expressed by a number of respondents that the word consensus itself has different meanings for different people. It is frequently accepted as being related to a "middle-ground position" and this was rejected in one of the interviews. It was pointed out that leaders cannot function by reducing all views to the "lowest common denominator." Rather the leader must be able to "creatively synthesize" disparate viewpoints and then move forward.

Respondents agree that while general definitions of leadership include the concept of vision, there is no clear understanding of the particular vision for education in Alberta to which leaders and other educators in this province are asked to subscribe. Indeed many of those interviewed indicated that they do not see any vision at all driving education in this province. They indicated that the emphasis, rather than being on the realization of any provincial vision, was on the protection of the particular "territory" of each of the agencies and individuals involved in the leadership function.

A number of those interviewed also pointed out that there is no consensus regarding who the leaders in education are or ought to be. This in turn has led to the failure to provide leadership programs for certain segments within the educational arena. It can also lead to a failure to involve interested parties in a process which requires their commitment if any program is to be relevant and successful.

A number of interviewees also referred to the fact that there is currently "no social consensus" to guide educational leaders. Society as a whole, teachers and other educators included, appear to be uncertain as to what it is appropriate to demand from our schools. This compounds problems arising from the fact there there are currently considerably more students remaining in school for longer periods of time than ever before.

It is abundantly clear that those interviewed were in agreement about very little relating to leadership in education in this province other than the fact that generally, it was felt that while matters are not in a critical state there is need for considerable work to ensure that real leadership is exerted in this entire field. It should be noted, however that one of the respondents did indicate the view that matters were indeed critical. The absence of "shared meanings" and "shared commitment" in practically every area relating to this topic is hardly surprising but it is, nonetheless, an area which needs attention. It was pointed out that leaders "need to develop this vision, determine what is needed to implement this vision and then work on expanding the tolerance and acceptance" of the rest of those involved in leadership roles.

Issue #3: Absence of Critical Leadership Components

Many of those interviewed indicated, that in their view, a number of components that are critical to leadership are missing from the educational scene in Alberta. Among these components are "trust," "innovativeness" and "vision."

A number of those interviewed indicated that there is no trust between the various individuals involved in leadership positions in education in this province. Nobody can afford to be seen to have made a mistake; uncertainty in approaching any problem or a willingness to admit that one does not have sufficient information can leave one "vulnerable" and be seen as a sign of weakness. It was pointed out that the lack of trust can be seen in the unwillingness of individuals involved in educational leadership to take any kind of educational leave for fear that something might happen during their absence which would "threaten the security of their position." There does not appear to be any "thirst for knowledge" on the part of leaders in education nor is there any "apparent desire to be exposed to new experiences" or find new ways of dealing with old problems. Education all over the province suffers as a result of this "closedness" and "fear" among those in leadership positions.

The lack of trust between the various agencies involved in education was also referred to, a factor that often leads to a duplication of effort in some cases and in others to an unwillingness to cooperate in areas where the combined efforts of a number of agencies could provide more relevant, economical or comprehensive services. This lack of collaboration has been referred to earlier and the need to build a trusting relationship if collaboration is to take place is now emphasized.

The "political nature" of the position in which many educational leaders find themselves was put forward as an explanation for the unwillingness of many of those in leadership positions to take risks or appear to be particularly innovative or creative in their approach to their work. It was also presented as an explanation for the apparent absence of "vision" in the operations of many educational leaders in this province. The dual role which "locally appointed superintendents" must assume was identified by a number of respondents in this context.

The nature of the educational organization in this province was referred to as "militating against creativity and risk-taking." It was pointed that those in senior positions have been content to continue with a structure which has remained virtually unchanged for almost a century. No imagination has been shown in attempting to develop career opportunities for educators which are both "academically challenging and field-based." The fact that school boards are unwilling to appoint younger, more innovative, creative individuals as superintendents was also referred to. There is clear evidence, according to a number of those interviewed, that school boards in Alberta are insisting on going with proven, reliable individuals who are not noted for creativity or risk-taking or original approaches or ideas.

Issue #4: Programs in Educational Leadership

There is a considerable variety in the range of comments dealing with the matter of programs in educational leadership in this province and it is clearly an issue area which must be attended to. Comments were received indicating that there are "no programs in educational leadership" in this province and others were received indicating that the programs which are in place are "more than adequate" but that "access" to these programs is what must be attended to. While these comments might appear to be opposed to one another it is evident that those providing these comments have very different views of what constitutes leadership and possibly even a program in educational leadership.

There appears to be a pervasive implication in both the interview and survey data that if proper programs in educational leadership can be developed and implemented, many of the identified problems can be addressed and even rectified. This is supported clearly by data from the surveys. What a proper leadership program would contain varies considerably depending on the respondent. Twenty-two of the survey respondents indicated that Alberta Education should be directly involved in the offering of educational leadership courses. "Alberta Education should support their new initiatives with in-service programs (e.g. Program Continuity)." There is fairly general agreement, however, that there is a need to modify current courses and programs at Alberta universities to bring about a more appropriate balance between theoretical content and field-based experiences. It was emphasized that greater consideration needs to be given to the nature of the clientele which the courses are designed to serve. Criticism was directed at the universities from a number of those interviewed for concentrating excessively on leadership programs "geared to the principalship." It was suggested that this is based on an inappropriate understanding of the nature of leadership in education, totally ignores the role of the classroom teacher as an educational leader and also ignores the educational leadership needs of trustees and those in the superintendency. On the other hand a number of respondents to the questionnaires indicated that that courses specific to the principalship were lacking.

The universities were also criticized by a number of respondents for having become "distanced from the important activities in education" in Alberta. They pointed out that university faculty members have had little or no real impact on or input into any of the major issues facing education in Alberta today. and examples were provided of issues relating to educational finance and curriculum and language matters. It was suggested that this insularity may be blamed, at least partly, on what was described as "unsatisfactory reinforcement contingencies" within the the universities, where "service work" of this nature is not seen as being of much value.

Access to programs currently in existence appears also to be an element in this issue and can be highlighted from the survey data. The point was made that universities in western Canada appear to be out of step with the rest of the world in terms of the length of programs and the attendance requirements. It was also pointed out that the impact of these constraints is exacerbated by the fact that these universities must serve what are, in essence, comparatively small populations of students scattered over wide geographic areas. It was emphasized that consideration must be given to bringing these program elements into line with programs offered elsewhere so that the stakeholder groups can be more satisfactorily served.

A number of those interviewed stated that students appear to be willing to participate in and pay for a program which they consider relevant to their needs. One interviewee reported that educators appear to be willing to spend "as much as 21,000 after-tax dollars for an ersatz degree," which they can essentially obtain by virtue of week-end and summer school attendance. Other comments were received indicating that there may be an excess of short, "workshop or conference type activities," which may be of "minimal value."

A further issue element arises in the survey data. In terms of the 27 jurisdictions which reported that they contract for or provide their own leadership programs, 44% said that their leadership needs were being adequately met. Of the 61 jurisdictions which reported that they relied exclusively on other agencies for these courses, a notably higher number (51%) stated that the educational leadership needs of personnel in their jurisdiction were being satisfactorily served.

Consideration will have to be given to designing and putting in place programs in educational leadership which are geared to ensuring Alberta has a supply of outstanding leaders who will help articulate "an appropriate, if evolving vision" for education in this province. Attention must be paid to ensuring that both the content of these programs and the attendance patterns and requirements are congruent with the unique circumstances of the clientele which the programs should serve.

Issue #5: Financial Constraints

Many of those interviewed commented on the fact that the traditional Alberta method of solving problems by pumping more money into the problem area just won't work this time. The most frequently pointed-to reason for this is that the money is just not available, even if the political will were present to spend it in this area. In appears then that those involved with leadership in the educational arena will be faced with consideration of the financial implications of the present identified context as well as the potential financial implications of any future activities which might be undertaken.

Each of the issues identified previously have financial implications. It is unnecessary to deal with these in detail at this time but it would be unfortunate if this important ingredient

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in the educational leadership scene were overlooked. It may be useful, however, to pinpoint a number of areas where the financial implications may be somewhat serious.

The characterization of leadership in education in this province as being unwilling to change and being "safe," "anti-intellectual" and "lacking in statesmanship" allows, according to a number of those interviewed, for the creation of a system in which cooperation and sharing is minimal and in which much attention is given to sustaining and protecting one's own position and perceived power, at all costs. Such a system, it was pointed out, decreases the likelihood of any real progress, is conducive to unnecessary expenditure and labor and is likely to result in a less than optimal service or product.

Reference was made by a number of respondents, in both the interviews and in the survey, to the difficulties in accessing university programs. It was pointed out that a Consortium type model, consisting of the four Alberta universities could be in a position to greatly improve access for prospective students and also offer this enhanced program more efficiently as resources currently in place in one of the institutions might be available to all four.

In addition to the *greying* of those in leadership positions in this province and the possibility of substantial financial cost in educating or training replacement people for these positions, it was also pointed out that there is also a *greying* of the physical resources in the educational area in this province as well, in that many of the school buildings are old, in need or costly repair and in some cases inappropriately designed for the type of educational services which we will have to provide in the coming decade.

Finally, it was also pointed out by a number of those interviewed that educational leadership will need to come to grips with the phenomenon of an ever increasing number of students, with more varied backgrounds and abilities, staying in school longer than ever before and demanding more (and more expensive) services and programs than ever before. It was stated that this is an issue area which has heretofore not been dealt with sufficiently, in terms of the extra costs which providing these services to a distinctly different group of students entails.

Conclusion

The issues which have been identified are based primarily in the data obtained in the interviews with people in prominent positions in educational leadership in Alberta. Linkages with the survey data have also been made in a number of cases. Many of the issues can also be tied to research work identified in the literature review and conclusions can be drawn as to the relative importance of various factors to which attention has been directed. It would be inappropriate to attempt to make specific recommendations regarding courses of action or programs which should be put in place. Rather it is felt that consideration of the report, along with serious reflection on possible ways in which identified deficiencies can be addressed, is an appropriate task for those involved in educational leadership in Alberta, but in particular, for those members of the Consortium for the Development of Leadership in Education, who may well be best situated to bring about some meaningful change in this area.

CHAPTER 6

DISCUSSION

The intent of this chapter is to provide the beginnings of a discussion on the Issues derived from the study data and presented in the previous chapter. This discussion is not presented from any definitive or expert position but is rather intended to encourage further consideration of the matters raised in this report. At the same time this chapter permits the research team to apply information from the literature and to present their own views and insights on the study data, an intrusion which has been carefully guarded against in the previous chapters.

Issue #1: The Nature of Educational Leadership in Alberta

The identification of Alberta's current educational leaders as "safe" and "lacking in vision or creativity" echoes the concerns raised about educational leaders almost two decades ago. Stogdill (1974, p. 98) talked about educational leaders' "laissez-faire style of leadership" and Burlingame (1973, p. 64) decried their failure to be "on the frontier, reconnoitering virgin territory." It may be that our current leaders were once vibrant and innovative, but it may be that many of these "greying educational leaders" prepared for their educational leadership position decades ago and they may simply be a product of the preparation programs and views prevalent at that time.

The view that there is a dearth of younger "potential leaders" waiting to move into leadership positions is of great concern to the authors. The Department of Educational Administration at the University of Alberta has been preparing potential educational leaders at the Master's and Doctoral level for 35 years and the University of Calgary, Department of Educational Policy and Administrative Studies has been doing the same for over 25 years. Many of the candidates who come to our departments have been identified by their employers (many of which are Alberta school jurisdictions) as either current or potential educational leaders. Most of these people return to their employers upon completing their studies, and many of those that do not at least stay within the province. A reasonable estimate is that about 50% of the graduates of the M.Ed. and Ph.D. from the two departments return to school systems in Alberta. Are these people moving into leadership positions? Yes, many are. It is an uncommon occurrence when we find that one of our graduates is still in a teaching position a few years after graduation.

Why then is there a perceived dearth of potential educational leaders? Let us look at what is necessary in terms of "replacements" for current educational leaders in the Alberta

K-12 education system. There were approximately 1544 principals and 110 superintendents in Alberta at the time the data for this study were collected. A reasonable estimate of the annual turnover in principals and superintendents in Alberta would be 10%. If we take an extremely conservative position and ignore all the central office staff other than the superintendent and any school-based administrators other than the principal, there are approximately 165 changes in educational leaders each year. If only half of these changes require "replacement" then we need a minimum of 80 new educational leaders in the K-12 system alone each year. The two departments graduate approximately 80 M.Ed. and Ph.D students each year, of which approximately half, or 40 stay in the Alberta K-12 system, and some of these are already in leadership positions. There is certainly no suggestion that the Department of Educational Administration at the University of Alberta and the Department of Educational Policy and Administrative Studies at the University of Calgary supply all the "new" educational leaders in the province. We simply wish to point out that under the most conservative estimate, these two departments can provide less than 50% of the replacements needed.

Another concern was that women and other minorities are under-represented in both current and potential educational leader pool. There is no question that this is true today. One hopeful sign is that the enrollment in graduate programs in educational administration at the Universities of Calgary and Alberta which was predominantly male ten years ago has moved to the point where there has been an almost equal gender split in the last few years. The inclusion of other minorities is a problem which still must be addressed. Native Canadians and Canadians from other ethnic minorities are sadly under-represented in our graduate programs (and in our undergraduate programs).

Issue #2: Lack of Consensus

The issue relating to lack of consensus on matters dealing with education and educational leadership appears to strike at the heart of what it is a leader is expected to accomplish. Writers such as Bennis (1984) and Sergiovanni (1984) emphasize the fact that the leader must be a link between what it is the community wants to have accomplished and the behavior which gets that work done. The leader must be able to articulate purpose and vision and generate and sustain the necessary effort to implement the vision.

In spite of the usual platitudinous references to excellence and quality it is difficult to identify what the vision for education in Alberta really is, other than one of merely getting by without too much discomfort. Changes are made to legislation to offset any possible conflict with superordinate legislation such as the Charter but where there appears to be political contention there is no clear vision available which would guide those involved. Foster (1986,p.18) presents the view that leadership theory must have practical "relevance to improving the human condition." One might well ask what shared vision for education in Alberta permits the kind of gyrating that has gone on in relation to Francophone schools and school jurisdictions, and in relation to more equitable funding structures for education.

Coming to grips with what teachers and schools should be doing is a matter which is constantly contentious but becoming critical in today's world. Given the exponential growth in information and knowledge it is essential that the curriculum be adjusted to ensure currency. And adjustment cannot be made by adding new components without removing others. All change will meet with opposition and it may well be that the teachers and schools have become less effective because of the constant demand to adapt and incorporate changes, many of which appear to produce only minimal improvement. Change for the sake of change can be helpful to a organization but constant, unceasing change can be stressful and counter-productive.

The changing social structures also place great demands on teachers and schools. Frequently the school is one of the more stable and supportive institutions available to both children and their parents. But the demands for support of a non-educational (in the narrow sense) nature taxes the schools and the teachers in such a way that it becomes increasingly difficult to engage in the more accepted, traditional educational roles which have been set for them. Teachers and school administrators are concerned, and rightly so, that they are being overburdened. But because teachers do the supportive jobs very well although frequently they're not formally trained in these areas, there is a tendency to permit this kind of societal off-loading on to the schools to continue. But none of this seems to be part of a plan, part of a vision for either society or education. And no educational leader of sufficient stature appears to be able to shape a vision and elicit the necessary implementation support.

Where there is no consensus on what education and schools should be doing, where agencies and individuals share no common vision and function in a parochial, insular manner the term leadership become meaningless. Where everybody is a leader, the term loses its value and essentially we find ourselves in a leadership vacuum where we are sustained solely by our traditional institutions.

The researchers are aware of the need to guard against the danger of seeking consensus at all costs. It will be comparatively easy to arrive at a consensus on relatively mundane and trivial matters and to publicize these agreements as though they are major breakthroughs. The real test of leadership will be in developing consensus, by whatever means, in areas where certain parties will clearly lose power, prestige, authority, resources or some other coveted possession, but the education in the province will ultimately benefit. Even in choosing a middle ground there will be an appearance of "winners" and "losers" and the authors agree with one of those interviewed that an approach which links consensus with "middle ground" or "lowest common denominator" provides an impoverished understanding of consensus and ultimately, in this context, of leadership. The decisions which leaders take will have to be justified in terms of their congruence with the vision which is held and in terms of their appropriateness to attaining or sustaining that vision.

The researchers are keenly aware of the wide range which exists in those elements or topics which were identified as course or program needs to improve educational leadership. Many of these areas are, in our view, strictly technical and specific-skill based. As ingredients or abilities in the make-up of any educational leader they would clearly fall well outside the "reflective" qualities emphasized by Shön (1987), by Sergiovanni (1987) and by Beauchamp (1989). The authors are more in tune with the comments of those interviewed in the study, who tended, for the most part, to see educational leadership more in terms of articulating a vision and aligning sufficient resources to attain and sustain that vision. Once again there is clearly no consensus as to what the word leadership means or what it implies. For some it is an exalted, visioning activity; for others it includes activities such as timetabling, stress management., time management and development of thinking skills. While not wanting to dismiss any of these areas as trivial and not wanting either to suggest they should not be part of administrator preparation programs, the authors can find no justification in the literature for their inclusion under a rubric of leadership.

Issue #3: Absence of Critical Leadership Components

It is impossible to suggest means which might be employed in attempts to create an environment in which trust between the various stakeholders is evident. The authors agree however with those interviewed that such an environment is essential if effective leadership is to develop and operate.

Of particular interest to the researchers is the fact that a number of the respondents to the interviews identify the local appointment of superintendents as a source of some of the difficulties. The arguments presented which propose that the "political" nature of the superintendency and the fact that the superintendents essentially have to answer to a local electorate and consequently are unlikely to be major risk-takers or innovators, are indeed quite plausible. Given also the nature of the educational organization in the province in which receipt of resources appears to be based on an essentially competitive set of criteria, it might be surprising if deep trust were to exist between the various elements in the educational field. For example, funding of schools and programs is based, for the most part on the number of students either enrolled or resident within a particular jurisdiction. Given the finite number of students in a geographical region it is essential to ensure that your jurisdiction gets as high a number of students as possible in your schools. You must keep all your own "resident" students and lure as many "non-resident" students as possible to your system. Your programs must be seen to be better than those of your neighbors and you will probably be required to keep your development plans secret for fear one of your rivals will "scoop" you. This scenario may seem to be far fetched but one only has to look at the nature of the competition between schools within a single jurisdiction when resource availability becomes dependent on success in this type of competition to realize that trust and cooperation is reduced to a minimum.

If trust between the parties involved in education is a prerequisite to successful educational leadership it may be necessary to adjust the organizational structures within the province so as to facilitate and reward activities which demand that the stakeholders in education work together in an open, trusting manner.

The authors agree with many of those interviewed that risk-taking and innovativeness are not regarded in any notable way in education in Alberta. The highly centralized curriculum and departmental examination structure encourages a system in which there is no reward for being good in one's own particular way. Rewards are given to those who excel on the very same criteria on which the entire student body is examined. Successful teaching is defined as producing students who do well when measured against these provincial criteria. Differences between school systems and overall system purposes exist only at a cosmetic, superficial level in much the same way as Air Canada may differ from Canadian Airlines. It is not necessary to list in detail all of the literature which points to the characteristic whereby risk-taking and innovativeness is systematically rewarded as one of the distinguishing features of excellent organizations. Nor should the lack of trust and innovativeness be seen as relating only to school jurisdictions and their operation. An analysis of the operation of university programs and departments and the Department of Education reveals the same essential features where maintenance of the status quo is far more likely to be rewarded than is innovativeness and/or creativity.

There is also a sense that the relationship between the various stakeholders in education in Alberta is essentially adversarial though politeness and courtesy demand that a veneer of cooperation be presented to the public. The researchers believe that serious attention will need to be given to trust-building at a deeper level if this issue is to be dealt with appropriately. It is an issue which warrants very serious consideration and is clearly linked to many of the other issues.

Issue #4: Programs in Educational Leadership

It should surprise no one that considerable disparity was found with respect to the understanding of the nature of educational leadership held by both survey and interview respondents. Indeed, if some 72 definitions of leadership could be identified almost two decades ago (Stogdill, 1974) it is not unreasonable to suggest that even more could exist today. The criticism levelled at Alberta universities by some respondents obviously stems to some extent from this lack of agreement as to what a program in educational leadership should be. As well, many of the comments offered as criticism of existing university programs in educational administration reflect the "blurring" of the line between preservice graduate programs and inservice training for practising professionals noted by Miklos and Chapman (1983).

The tendency on the part of many respondents to equate preservice graduate program elements and inservice needs of practicing administrators should come as no surprise to anyone either. Leithwood and Avery (1986) in surveying the inservice programs offered to school principals in 129 randomly selected Canadian school systems reported 365 different topics most of which could be categorized as being focussed on specific management or human relations skills. A perusal of the educational leadership program and course "needs" identified in the Alberta survey (Table 7) are not at all unlike those noted by Leithwood. That is, the *survey* respondents in this study, like those in Leithwood's, appear to view the components of administrative inservice and educational leadership programs as identical -- with the primary focus on the clinical rather than the intellectual. To paraphrase Peterson and Finn (1988, p.105), who lament the unwillingness of departments of educational administration to make decisions regarding a theory versus practice approach, the best we might hope for is departments with academically acceptable programs and staff members whose research interests include an important commitment to the improvement of practice.

Interestingly, while Alberta university educational administration programs have been identified as "functionalist" by Miklos and Chapman (1983), they are criticized in this study by practitioners as being too "academic" and not enough "like Gonzaga." Again, while some critics say not enough attention is paid in such programs to the principalship, others complain of an over-emphasis on the principalship. The exclusion of alternative paradigmatic perspectives in such programs does not seem to be as important a criticism as one might have expected, particularly when most of the "needs" identified by respondents revolve around effective management techniques.

Unlike the survey respondents, the interview respondents, representing the established educational leadership positions in the Province, tended to be more in tune with the literature on emerging trends in educational leadership. In particular the universal desire of these respondents to see educational leaders who exhibit *vision* and *leadership* in addition to administrative skill has important implications not only for the *content* of administrator preparation graduate programs but also for the *process* of providing such programs. That is, the incorporation of alternative paradigmatic perspectives (Burrell and Morgan, 1979) into essentially functionalistic programs would necessarily force a rethinking of the traditional didactic process (Miklos and Chapman, 1983) characteristic of present programs. Experiential learning would gain credibility in such programs, and would require collaboration and cooperation with practitioners in a variety of agencies -- a perhaps unintended but important outcome. The inclusion in traditional educational administration graduate programs, of carefully designed and rationally defensible field experiences, internships, clinical/simulation courses, independent study and reflection -- under-utilized at present -- could prove to be partial answers to the concerns expressed by both sets of critics described above.

The survey data indicate that *access* to current programs is perceived as an irritant by practitioners. Interestingly, one of the criticisms of American university preparation programs (Manasse, 1985) is the relatively low admission standards and less than rigorous evaluation procedures associated with them. Certainly, Alberta university programs in educational administration are far more rigorous in terms of admission requirements and residency regulations (although rigor in the latter area appears to be decreasing) than are their American counterparts. Access could be improved through innovative approaches to program delivery such as distance education initiatives, less stringent residency requirements and/or residence-equivalency approaches (outreach programs) -- all of which have been undertaken in Alberta universities for some time now -- and the provision of university credit for appropriate field experiences and/or credible short course/workshop type professional activities, as suggested by Murphy and Hallinger (1987) and Pitner (1988).

The researchers tend to agree with the critics who suggest that the "One Best Model" university training program described by Cooper and Boyd (1987), traditional, functionalistic, academic, and largely theoretical in focus, is indeed a reasonably accurate descriptor of the Alberta university experience. Like Miklos and Chapman (1983), however, we do not take the view that massive change is either required or desirable. The over-indulgence in practice-oriented coursework and programs would do no more to produce those educational "visionaries" and educational leaders than have the more traditional programs. The sheer number of "topics" desired in educational preparation programs as reported by the respondents in this study give pause for thought. So, too, should thought be given to the observation of a number of respondents that short, workshop or conference type activities may be overplayed at present in Alberta. Murphy and Hallinger (1987, p. 269) caution against the problems inherent in many of the practice-based administrator preparation programs. These include (a) the "possible loss of lessons gained from the Theory Movement," (b) the "potential overemphasis on process at the expense of content," and (c) the "potential to rely too heavily on experiential learning and to codify current practice as 'appropriate and good'" (p. 269). With regard to the latter, they caution that "uncritical sharing is not a substitute for expert knowledge" and that "direct personal experience can be quite compelling even when it is quite misleading" (p. 270). Other potential problems are (d) "possible glorification of the individual," (e) "lack of assessment of program effects," (f) "possible overemphasis on curriculum and instruction," that is, technical core issues, and (g) "potential problems with proliferation of programs" (pp. 271-272).

Issue #5: Financial Constraints

There is no doubt that education in Alberta is in financial restraint. The current Alberta government policy towards "financial responsibility" over "social conscience" would suggest that the current constraint on spending in Education will continue in the near, and possibly not so near, future. On the other hand, there is no question that there is a demand and a need for more preparation programs for educational leaders.

One alternative is to allow foreign universities to offer educational leadership programs in the province on an uncontrolled, unsubsidized, user-pay basis. This approach is currently accepted by the Assistant Deputy Minister, Policy and Planning, of Alberta Advanced Education (Montgomerie, 1990, p. 285). Montgomerie goes on to quote that official "in terms of cost to the Alberta government, it doesn't lower the costs to the individual, but is certainly lowers the cost to the government, dependent on the arrangements these outside institutions negotiate" (p. 285). Montgomerie also quotes the Chairman of the Alberta Council on Admissions and Transfers: "Canadians are very, very leery of U.S. programs – there is a general perception that academic standards underlie the failure of the American educational system." (p. 139).

The unconditional surrender of the preparation of future educational leaders to foreign universities is unpalatable to the authors. Alberta educators must control the future direction of education in the province. Without "flag waving," our position is that handing over the minds of future educational leaders to foreign universities is tantamount to giving our children's future to a foreign, if friendly, ideology. Canadian content and Albertan content must be a major component of any preparation program for the majority of educational leaders.

There are alternatives to "selling out." The suggestions by many respondents of a more collaborative approach to preparing educational leaders, utilizing the relative strengths of "the field" and "academe" is one. The development of packaged courses which can be delivered within the local jurisdiction either through distance delivery techniques or through instructors travelling to the students rather than vice-versa is another. The sharing of resources between jurisdictions is a third. Possibly the best way to improve offerings while maintaining financial control is a cooperative effort to implement all three. This would take coordination, and may require a reassignment of current resources, but could result in more people having access to more educational leadership courses without the financial and personal disruption which some programs currently require.

All we need to implement such a system are strong, cooperative, innovative and visionary educational leaders.

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APPENDIX A

SURVEY INSTRUMENTS

This appendix contains a copy of the package of materials which was sent to each superintendent in the province. It contains:

- The original letter which explains the study and requests their participation,
- a copy of the questionnaire,
- a copy of the *Program Inventory* form, and
- a copy of the *Course Inventory* form.

December 1, 1989

Dr. A. Superintendent
Superintendent of Schools
School District #1
Everywhere, Alberta
T0Z 9Z9

Dear Dr. Superintendent

The Alberta Consortium for the Development of Leadership in Education is a consortium of ten educational organizations in Alberta – Alberta Education, the Alberta School Trustees' Association, the Alberta Teachers' Association, the Association of School Business Officials of Alberta, the Conference of Alberta School Superintendents, the Council on School Administration, the University of Alberta, the University of Calgary, the University of Lethbridge, and Athabasca University. The Consortium has contracted with us to develop a baseline of information with respect to pre-service and professional development programs in educational leadership in Alberta. At this time we have chosen to adopt a wide definition of educational leadership programs and courses, including those which would help prepare trustees, central office staff, school based administrators, and teachers for formal leadership roles. Further, we see programs as an organization of a number of courses leading to some formally recognized outcome (such as a certificate, diploma, or degree).

As part of this study we are asking all Superintendents of schools in Alberta to help us build this baseline information. We are attaching a short questionnaire and copies of two forms: a program inventory form and a course inventory form which we would like you to have completed by the appropriate person in your jurisdiction and returned to us, in the supplied postage paid envelope, at your earliest convenience. If you have documentation which more completely describes your programs and/or courses, please enclose them for our benefit. While we include a place on the forms for you to indicate if the course qualifies for University Credit and whether or not the course or program is available to people outside your jurisdiction, we are also interested in courses which are offered internal to the jurisdiction.

The data collected in this study are not intended to be confidential, but are to be included in a report available to all Consortium members and school jurisdictions. There is a place on the questionnaire requesting you to indicate whether specific information may be included in the baseline data, or whether you wish your information to be used only in summary with data collected from other jurisdictions. If you would like your data kept in confidence, please be assured that nothing in the report will identify your jurisdiction.

A preliminary report of this study will be presented at *Leadership for the Future*, a conference sponsored by the Consortium, which is to be held in Kananaskis in Spring, 1990. A formal announcement of this conference will be forthcoming.

On behalf of the Consortium, we would like to thank you for taking the time to provide this data. Please be assured it will help to establish a baseline of information which will be useful to all educators and educational leaders in Alberta.

Sincerely,

T.C. Montgomerie F. Peters K. Ward

Educational Leadership Baseline Data Project
Department of Educational Administration
University of Alberta
Edmonton, Alberta
T6G 2G5

TCM/pf
Attach.

Jurisdiction Code ___ ___ ___ ___

Educational Leadership in Alberta

1. Does your jurisdiction develop or provide educational leadership programs or courses?
   Yes ____ No ____
   If "Yes," please fill in one or more of the attached program/course description forms.

2. Does your jurisdiction have a formal agreement with one or more external organization(s) (e.g., another school jurisdiction, the Council on School Administration, or a university) to provide educational leadership programs or courses?
   Yes ____ No ____
   If "Yes," could you please provide the name(s) or these organization(s), then fill in one or more of the attached program/course description forms.
   Name of external organization(s): ____________________

3. Does your jurisdiction rely upon external organizations (e.g., another school jurisdiction, the Council on School Administration, or a university) to provide educational leadership programs or courses?
   Yes ____ No ____
   If "Yes," could you please provide the name(s) or these organizations, then fill in one or more of the attached program/course descriptions.
   Name of external organization(s): ____________________

4. What organization(s) do you believe should be responsible for providing educational leadership programs or courses in Alberta?
   ____
   ____

5. Do you feel that the educational leadership needs of personnel in your jurisdiction are being adequately served under your current situation?
   Yes ____ No ____
   If "No," please indicate how you feel they could be more adequately served.
   ____
   ____
   ____

6. What particular educational leadership programs or courses not currently available in Alberta do you feel need to be offered?
   ____
   ____
   ____
   ____

7. Will you allow the information given in the attached program/course description forms to be identified with your school jurisdiction?
   Yes ____ No ____

8. What is the name and position of the person who could be contacted to provide further information on educational leadership needs and/or programs in your jurisdiction?
   ____
   ____

Alberta Educational Leadership Program Inventory

Agency Sponsoring Program: ------------------------------------

Agency Offering Program: ____________________________________

Title of the Program: ____________________________________

____

Estimated Length of Program: ____________________________________

This Program is: _____ offered once only

_____ offered on an occasional "as needed" basis

_____offered regularly each _____ month(s)/year(s)

Program will be offered next: ____________________________________

Program Description: ____________________________________

____

____

____

____

University Credit

University Credit **Is / Is Not** available from the ____________________________________
at the **Undergraduate / Graduate** level leading to the ______ degree.

Program Availability & Cost

This program is available to:

Jurisdiction staff only at a cost of $ _______.__
Other educators at a cost of $ _______.__
Anyone at a cost of $ _______.__
______________________at a cost of $ _______.__

Please duplicate this form as necessary.

Alberta Educational Leadership Course Inventory

Agency Sponsoring Course: ____________________

Agency Offering Course: ____________________

Course Short Title: ____________________

Course Long Title: ____________________

Length of Course: ____________________

This Course is:

_____ offered once only

_____ offered on an occasional "as needed" basis

_____offered regularly each _____ month(s)/year(s)

Course will be offered next: ____________________

Course Description: ____________________

University Credit

University Credit **Is / Is Not** available from the ____________________
at the **Undergraduate / Graduate** level for ______ Credits.

Course Availability & Cost

This course is available to:

Jurisdiction staff only at a cost of $ _______._
Other educators at a cost of $ _______._
Anyone at a cost of $ _______._
____________________at a cost of $ _______._

Please duplicate this form as necessary.

APPENDIX B

QUESTIONNAIRE RESULTS

Educational Leadership in Alberta

1. Does your jurisdiction develop or provide educational leadership programs or courses?
   Yes 25 *(22.7%)* **No** 84 *(76.4%)* **Blank** 1 *(0.9%)*
   Those jurisdictions responding "yes" to this question included:

Jur. Code	Jurisdiction
1050	Acadia School Division #8
3030	Calgary School District #19
3130	Camrose School District #1315
2140	County of Lacombe #14
2240	County of Leduc #25
2160	County of Mountain View #17
2300	County of Parkland #31
2030	County of Ponoka #3
2190	County of Strathcona #20
1030	Cypress School Division #4
4020	Edmonton Roman Catholic Separate School District #7
3020	Edmonton School District #7
1180	Foothills School Division #38
4105	Lakeland Roman Catholic Separate School District #150
3460	Lakeland School District #5460
4940	Leduc Roman Catholic Separate School District #132
4210	North Peace Roman Catholic Separate School District #43
3070	Red Deer School District #104
4930	Rocky Mtn Hse Roman Catholic Separate School District #131
7020	St. Albert Protestant Separate School District #6
3010	St. Albert School District #3
3220	St. Paul School District #2228
1110	Sturgeon School Division #24
1320	Twin Rivers School Division #65
1080	Yellowhead School Division #12

2. Does your jurisdiction have a formal agreement with one or more external organization(s) (e.g., another school jurisdiction, the Council on School Administration, or a university) to provide educational leadership programs or courses?
   Yes 8 *(7.3%)* **No** 102 *(92.7%)* **Blank** 0 *(0%)*
   Name of external organization(s):

Athabasca University	2
Edmonton Public School Board	1
Medicine Hat School District #76	1
North Central Catholic School Districts	1
Institute for Intelligent Behavior	1
University of Oregon	1
University of Saskatchewan	1
Total	8

3. Does your jurisdiction rely upon external organizations (e.g., another school jurisdiction, the Council on School Administration, or a university) to provide educational leadership programs or courses?

Yes 76 *(69.1%)* **No** 32 *(29.1%)* **Blank** 2 *(1.8%)*

Name of external organization(s):

Alberta Academy	10
Alberta Educational Leadership Consortium	3
Alberta Catholic School Trustees' Association	3
Alberta Education	6
Alberta School Trustees' Association	18
Alberta Teachers' Association	10
Athabasca University	5
Calgary Board of Education	1
Conference of Alberta School Superintendents	6
Council on School Administration	18
Lakeland College	2
Medicine Hat School District	2
Private Consultants	1
Other School Jurisdictions	2
Newman College	1
St. Joseph's College	1
Gonzaga University	2
University of Alberta	13
University of Oregon	2
University of Regina	1
University of Saskatchewan	1
University of Victoria	1
University of Lethbridge	2
External Universities	1
Universities in General	8
Other	19
Total	139

4. What organization(s) do you believe should be responsible for providing educational leadership programs or courses in Alberta?

Alberta Academy	2
Alberta Catholic School Trustees' Association	4
Alberta Education	22
Association of School Business Officials of Alberta	2
Alberta School Trustees' Association	28
Alberta Teachers' Association	33
Athabasca University	2
Conference of Alberta School Superintendents	37
Colleges	2
Alberta Educational Leadership Consortium	19
Council on School Administration	22
Newman College	1
Private Consultants	3
School Jurisdictions	18
Universities	58
University of Alberta	11
University of Calgary	2
University of Lethbridge	1
Other	13

5. Do you feel that the educational leadership needs of personnel in your jurisdiction are being adequately served under your current situation?

Yes 53 *(48.1%)* **No** 54 *(49.1%)* **Blank** 3 *(2.8%)*

If "No," please indicate how you feel they could be more adequately served.

Catholic Education	1
Coaching	2
Cost Too High	2
CSA More Active	1
Distance Education	3
Flexible Residency	1
Formalize All Courses For Course Equivalents	1
Greater Range of Courses	1
In House Program Needed	1
Make More Courses Available	1
Make More Time Available	1
More Financial Support	3
More Flexible	4
More Help	1
More Preservice Needed	1
Need Administrative Certificate	1
Offer Courses Locally	8
Practical Courses	7
Theory Courses	2
Too Small	1
University Programs Rarely Relevant	1
Other	6
Total	50

6. What particular educational leadership programs or courses not currently available in Alberta do you feel need to be offered?

Administrator Certification	1
Assessment Center	2
Budgeting	1
Catholic	4
Coaching	2
Conflict Management	1
Current Classroom Teaching Approaches	1
Current Practice	1
Discipline	1
Educational Leadership	1
Evaluation	2
Futures	1
Goal Setting	1
Inservice for Alberta Education New Initiatives	1
Instructional Improvement	1
Leadership	3
Leadership Trends	1
Marketing Schools	2
More Accessible	1
More Flexible	4
More like Gonzaga	1
More Relevant	1
None	1

Personal Development	1
Planning	1
Practical Courses	5
Principal Leadership	4
Program Evaluation	1
Public Relations	2
Review Delivery	1
School Administration Certificate	1
Site Based Management	1
Situational Leadership	1
Strategic Planning	1
Stress Management	1
Superintendent Leadership	2
Supervision	2
Teacher Evaluation	1
Thinking Skills	1
Time Management	1
Timetabling	1
Trustee Leadership	1
Other	2
Total	66

7. Will you allow the information given in the attached program/course description forms to be identified with your school jurisdiction?

Yes 63 *(57.2%)* **No** 4 *(3.7%)* **Blank**[1] 43 *(39.1%)*

[1] Many "blank" responses had written "Not applicable."

8. What is the name and position of the person who could be contacted to provide further information on educational leadership needs and/or programs in your jurisdiction?

Name or Position Provided	105*(95.5%)*
Name or position Not Provided	3*(4.5%)*

How many course forms attached?

0	96
1	6
3	1
Total	**9**

How many program forms attached?

0	68
1	34
2	2
3	1
4	2
9	1
Total	**58**

APPENDIX C

SUMMARY[2] OF IDENTIFIED PROGRAMS

Leadership Enhancement Program for Newly Appointed Principals

Sponsoring Agency:	Edmonton Public Schools
Offering Agency:	Consulting Services
Length of Program:	One year (six full days)
How often offered:	each year
Description:	The program focuses on leadership, leadership style, budgeting, change, evaluation and team building within the context of district culture. It also provides regular on-site consultation for participants.

Leadership Enhancement Program for Individuals Considering Applying for Leadership Positions

Sponsoring Agency:	Edmonton Public Schools
Offering Agency:	Consulting Services
Length of Program:	One month
How often offered:	each year
Description:	Designed to provide participants with insights into self as a leader. Addresses district expectations regarding leadership skills, knowledge and attitudes, and the district selection process and requirements

Alberta Academy for Educational Leadership

Sponsoring Agency:	Council of School Administration
Sponsoring Agency:	University of Alberta
Sponsoring Agency:	University of Calgary
Sponsoring Agency:	University of Lethbridge
Length of Program:	one week

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[2] Information in this appendix has been summarized. Where possible, documentary descriptions of programs identified by respondents have been used. Complete information on each program is provided in the computerized database.

Cost (anyone): $1200.00

Leadership Enhancement Program for Newly Appointed Assistant Principals, Curriculum Coordinators and Department Heads.

Sponsoring Agency: Edmonton Public Schools
Offering Agency: Consulting Services
Length of Program: One Year (six full days)
How often offered: each year
Description: The program focuses on leadership, leadership style, and role in budgeting change, evaluation, and team building within the context of district culture. Regular on-site consultation is provided.

Leadership Enhancement Program for Consultants

Sponsoring Agency: Edmonton Public Schools
Offering Agency: Consulting Services
Length of Program: One year
How often offered: each year
Description: Program focuses on understanding self in a leadership setting and how that relates to the role and responsibilities of the consultant.

University of Saskatchewan Leadership Program

Sponsoring Agency: University of Saskatchewan
Offering Agency: University of Saskatchewan
Length of Program: 5 Saturday sessions each year
How often offered: 2 months
Description: Aspects of leadership, e.g., teacher supervision
University Credit: No
Cost (anyone): $50.00

Workshops on various aspects: supervision, school effectiveness

Sponsoring Agency: Sturgeon School Division #24
Description: 1 to 2 day workshops
University Credit: No

Leadership Training

Sponsoring Agency: North Peace RCSSD #43
Offering Agency: University of Houston
Description: Developing leadership profiles
University Credit: No

Leadership Development Program

Sponsoring Agency: Athabasca University, ATA, CSA
Offering Agency: Athabasca University and ATA
Length of Program: 12 days
How often offered: two days every two months
Description: A two-day need analysis seminar and a series of four two-day interactive learning sessions. Based on participants needs, program focuses on practical, hands-on ways of dealing with the problems and concerns of a school's day-to-day operation.
University Credit: No
Cost (anyone): $700.00

Extended Campus M.Ed. (Outreach)

Sponsoring Agency: University of Alberta
Length of Program: As required
Description: Students complete approximately 50% of the course requirements for a M.Ed. degree in a location remote from the University of Alberta. Offered on a cohort basis where numbers warrant.
University Credit: M.Ed.

Leadership Challenges

Sponsoring Agency: CASS and ASTA
Offering Agency: CASS and ASTA
Length of Program: 5 days
How often offered: Each year
Description: Organizational Leadership: The Challenge in Times of Complexity, Change and Competition
University Credit: No
Cost (internal): $675.00

Learning Disabilities

Sponsoring Agency: St. Paul Education
Offering Agency: Alberta Learning Disabilities Association
Length of Program: one-half day
Description: Helping teachers understand and cope with learning disabilities in children.

I/D/E/A Principal Inservice

Sponsoring Agency: Calgary Board of Education
Offering Agency: Calgary Board of Education
Length of Program: 2 years - 1 day/month
How often offered: year
Description: A two year program with four major outcomes (1) Personal Professional Growth, (2) School Improvement Planning, (3) Continuous Planning, (4) Collegial Support.
University Credit: No
Cost (internal): $75.00

Summer Institutes for Administrative Teams

Sponsoring Agency: Calgary Board of Education
Offering Agency: Calgary Board of Education
Length of Program: 4 days - late August
How often offered: year
Description: A different focus each summer. August 1990 the topic is expected to be "Restructuring Schools"
Cost (internal): $200.00
Cost (anyone): $400.00

Weekend Retreats for Administration

Sponsoring Agency: Calgary Board of Education
Offering Agency: Calgary Board of Education
Length of Program: 2 days
How often offered: January, March, April
Description: Different topics each year this year the focus is on "Indicators of effective programs"
Cost (internal): $175.00

Leadership Challenge

Sponsoring Agency: Calgary Board of Education
Offering Agency: Calgary Board of Education
Length of Program: 2 year (5-6 days per year)
Description: A two year program for Assistant Principals. A variety of leadership topics are included.
Cost (internal): $200.00
Cost (anyone): $200.00

From Competency to Excellence Phase I & II

Sponsoring Agency: Calgary Board of Education
Offering Agency: Calgary Board of Education
Length of Program: 5 days
How often offered: year(s)
Description: An intensive program introducing the concept of "Differential Supervision" as an approach to teacher evaluation

Cognitive Coaching

Sponsoring Agency: Calgary Board of Education
Offering Agency: Calgary Board of Education
Length of Program: 7 days
How often offered: year(s)
Description: A skill training program on cognitive coaching - one approach to teacher development
Cost (internal): $25.00

Headway

Sponsoring Agency: Calgary Board of Eduction
Offering Agency: Calgary Board of Education
Length of Program: 2 years (1/2 day / month)
Description: An ongoing professional development program for Department Heads (high schools) which includes a variety of leadership topics.

Pathways

Sponsoring Agency:	Calgary Board of Education
Offering Agency:	Calgary Board of Education
Length of Program:	2 years (4-5 sessions per year)
How often offered:	year(s)
Description:	A career development program which utilizes administrators in the capacity of "career advisors" or "mentor"

Junior Leadership Program

Sponsoring Agency:	Calgary Board of Education
Offering Agency:	Calgary Board of Education
Length of Program:	ongoing
How often offered:	once every 2 months
Description:	An informal professional development opportunity for Junior Leaders (subject coordinators, etc.) which is run through ELC personnel (i.e., Area Offices).

Student Achievement through Leadership and Staff Development

Sponsoring Agency:	Twin Rivers School Division No.65
Offering Agency:	Twin Rivers School Division No.65
Length of Program:	ongoing
How often offered:	12 months
Description:	The focus of our long-term program is to implement a systematic approach to implementing Research Based Models of Learning/Teaching, Effective Schools/Teaching. Coaching/Team Planning and Problem Solving process in order to impact learners outcomes.

Teacher Effectiveness Program and Teacher Supervision Techniques

Sponsoring Agency:	St. Albert School district No. 3
Offering Agency:	Dr. L. Mireau
Length of Program:	8 days
Description:	Identification of teacher effectiveness. Techniques of effective teacher supervision.
University Credit:	No
Cost (anyone):	$600.00

Teacher Evaluation Inservice Workshop

Sponsoring Agency: County of Lacombe No. 14
Offering Agency: County of Lacombe No. 14
Length of Program: one day
How often offered: year(s)
Description: The workshop covers the skills and procedures involved in teacher performance evaluation as outlined in recently adopted Board policy. All administrators involved in teacher evaluation as part of the school review process are expected to participate.
University Credit: No

SRI Teacher Perceiver

Sponsoring Agency: Various school jurisdictions including our own
Offering Agency: Selection Research Incorporated
Length of Program: 2 x 3 day sessions
Description: Teacher and administrator interviewing formats. Development of teacher and administrator developmental portraits for affirmation and future growth.
University Credit: No
Cost (anyone): $1200.00

Autobiographical Staff Development

Sponsoring Agency: Yellowhead School Division No. 12
Offering Agency: University of Lethbridge
Length of Program: ongoing over 2-3 years
How often offered: month(s)
Description: The goal is to empower administrators and teachers to become effective problem solvers.
University Credit: No
Cost (internal): $250.00

Potential Leadership

Offering Agency: Edmonton Catholic School System
Length of Program: 30 hours of classroom instruction

Taped Program for Trustees "Because We Care"

Sponsoring Agency: Local Board
Offering Agency: ASTA
Length of Program: 5 hours
Description: Simulated Board meetings on topics of importance to new trustees.
University Credit: No

Administrative Leadership

Sponsoring Agency: Yellowhead School Division No. 12
Offering Agency: University of Alberta
Length of Program: 2-3 days
Description: To enhance administrative skills in all areas
University Credit: No
Cost (internal): $100.00

Summer Academy

Sponsoring Agency: Medicine Hat School District No. 76
Offering Agency: Medicine Hat School District No. 76
Description: Instruction, leadership, strategies, skills for school administrators
University Credit: No
Cost (anyone): $375.00

Summer Academy '88: Supervising and improving leadership performance, Dr. R. Manatt

Sponsoring Agency: Medicine Hat School Division No. 15
Offering Agency: Medicine Hat School Division No. 15
Length of Program: 1 week
Description: Supervising and Improving Leadership Performance. Lecture/Seminar/Group participation into Teacher evaluation/performance. Skills needed for evaluating teacher performance.
University Credit: No
Cost (anyone): $500.00

Superintendents' Leadership Academy: Leadership Challenges

Sponsoring Agency:	CASS
Offering Agency:	CASS in cooperations with ASTA
Length of Program:	January 29 - February 2,1990
Description:	Designed to focus on applied strategies for effective leadership presented primarily by practicing peers.
University Credit:	Yes
Cost (anyone):	$675.00

The Principal & Teacher Evaluation

Sponsoring Agency:	County of Mountain View
Offering Agency:	County of Mountain View
Length of Program:	2 days
Description:	Teacher appraisal - Teacher Evaluation Policy - Evaluation Process - Conferencing Techniques

Blueprints

Sponsoring Agency:	ACSTA
Offering Agency:	ACSTA
Length of Program:	4 days
How often offered:	each year
Description:	Immerses Catholic school administrators in stimulating and sharing activities aimed at making school better.
University Credit:	No
Cost (anyone):	$550.00

Administrators for Tomorrow

Sponsoring Agency:	Strathcona County Board of Education
Offering Agency:	Strathcona County Board of Education
Length of Program:	60 hours
How often offered:	year
Description:	Governance, Instructional Leadership, Supervision/ Evaluation, Operational Management, School Improvement, Public Relations, Role of Principal, Stress Management

Leadership & Management

Sponsoring Agency: Lakeland (Public) School District
Offering Agency: Lakeland (Public) School District
Length of Program: approximately 20 hours
Description: A two hour professional development session is held once each month with district administrators. Themes are selected on yearly basis, District bears all costs.
University Credit: No

Administration P.D.

Sponsoring Agency: North Central Catholic School Districts
Sponsoring Agency: North Central Catholic School Districts
Sponsoring Agency: Administration P.D.
Offering Agency: North Central Catholic School Districts
Length of Program: daily sessions
How often offered: 5 sessions
Description: Topics/Guest speakers selected by committee
University Credit: No

Principal as Instructional Leader

Sponsoring Agency: Medicine Hat Public Schools
Sponsoring Agency: Medicine Hat Public Schools
Length of Program: 1 week
University Credit: No

Teacher Effectiveness Program (TEP)

Sponsoring Agency: St. Albert Protestant School Board #6
Sponsoring Agency: St. Albert Protestant School Board #6
Offering Agency: St. Alberta Protestant School Board #6
Length of Program: 7 months
How often offered: year
Description: Formal training in teaching skills and strategies including report building and classroom management, peer coaching and visitations are included
University Credit: No

Teacher Perceiver - Teacher Selection

Sponsoring Agency: St. Alberta Protestant School Board
Offering Agency: St. Albert Protestant School Board
Length of Program: 1 week
University Credit: No

Department Head Leadership

Sponsoring Agency: St. Albert Protestant School Board
Offering Agency: Personnel Department
How often offered: year
University Credit: No

Supervision of Teachers - Dr. Art Costa

Sponsoring Agency: St. Albert Protestant School Board
Offering Agency: Institute for Intelligent Behaviour
Length of Program: 1 week
University Credit: No
Cost (internal): $350.00

APPENDIX D

SUMMARY[3] OF IDENTIFIED COURSES

Refresher for Experienced Leadership Staff

Sponsoring Agency: Edmonton Public Schools
Offered by: Consulting Services
Length of Course: two days
Description: Two day seminar focusing on current issues in society and the impact on education.

Six different theology courses

Sponsoring Agency: St. Paul Education
Offered by: St. Joseph College
Description: Various theology and scripture courses
University Credit: Undergraduate (3 credits)

Practical Leadership Development Program

Offered by: Athabasca University
Offered by: ATA
Offered by: CSA
Length of Course: 12 days
Description: Run on a 4 session seminar basis practical leadership skills - topics determined by group on basis of a 2 day needs analysis seminar.
Cost (internal): $700.00
Cost (anyone): $700.00

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[3] Information in this appendix has been summarized. Where possible, documentary descriptions of courses identified by respondents have been used. Complete information on each course is provided in the computerized database.

Educational Leadership

Sponsoring Agency: St. Albert Protestant Board
Offered by: Canadian Education Association
Length of Course: 2 week
University Credit: No
Cost (internal): $2300.00

Blueprints

Sponsoring Agency: ACSTA
Offered by: ACSTA
Length of Course: 4 days
How often offered: each year
Description: Immerses Catholic school administrators in stimulating and sharing activities aimed at making school better.
University Credit: No
Cost (anyone): $550.00

Academy for Principals

Sponsoring Agency: Education Services
Offered by: Education Services
Length of Course: 1 week
Description: The purpose of the Academy was to assist its participants to ask the right questions, such as "What is the heart of the problem?" To help us create a clear vision of their schools' future and anticipate change.
University Credit: No
Cost (anyone): $600.00

Dimensions and Characteristics of the Principalship

Sponsoring Agency: County of Mountain View
Offered by: County of Mountain View
Length of Course: 4 evening sessions
Description: Environmental forces internal, external Governance, School Act, Policy, etc. Human Resource Management, Physical Resource Management, Characteristics of Effective Principal' s, Leadership Potential

Into the 1990s: Principals thriving on change

Sponsoring Agency: Acadia School Division #8
Offered by: Dr. Earle Newton, University of Saskatchewan
Length of Course: three years
Description: A series of seminars designed to equip principals and central office personnel to strategies and philosophy in order that they can meet the challenge of change
University Credit: No

The Principal and Leadership

Sponsoring Agency: St. Albert Protestant Board.
Offered by: The Banff Centre - School of Management
Length of Course: 1 week
University Credit: No
Cost (internal): $200.00

The Leadership Challenge: A Course for the Assistant Principal

Sponsoring Agency: St. Albert Protestant Board.
Length of Course: 10 days
University Credit: No
Cost (internal): $200.00

APPENDIX E

INTERVIEW SCHEDULE

1. What is your assessment of the current state of educational leadership in the Province?
2. Who, in your view, should be responsible for developing educational leadership in the Province
3. What do you consider to be the nature of the problems facing those who should be developing educational leadership in the Province?
4. What do you visualize as potential future problems in the provision of educational leaders in the Province?
5. What is your assessment of the effectiveness of programs in the Province designed to produce educational leaders?
6. How could programs designed to produce educational leaders be improved?
7. Are there any other concerns respecting educational leadership that you would like to address?